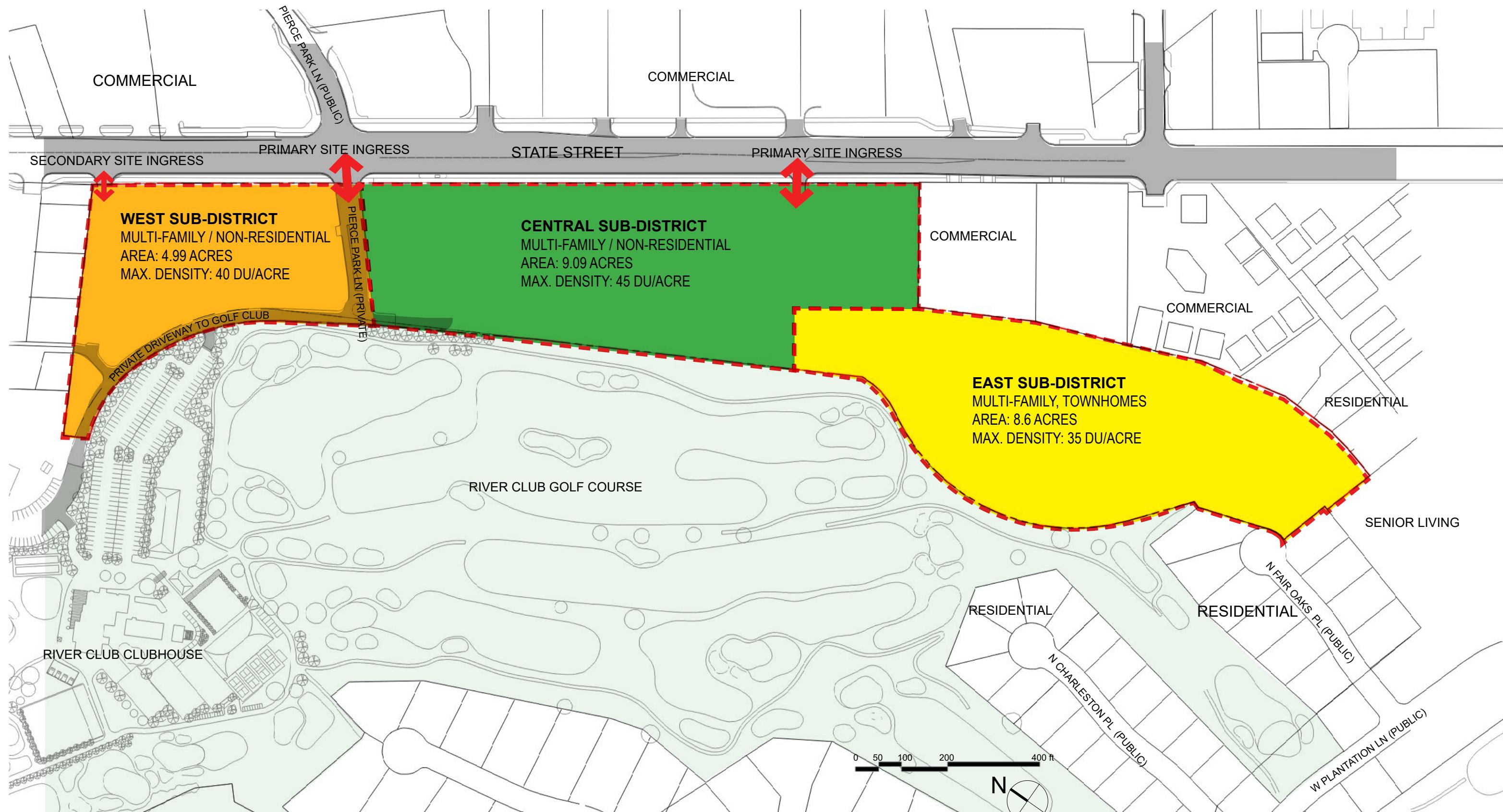


# **RIVER CLUB RESIDENCES**

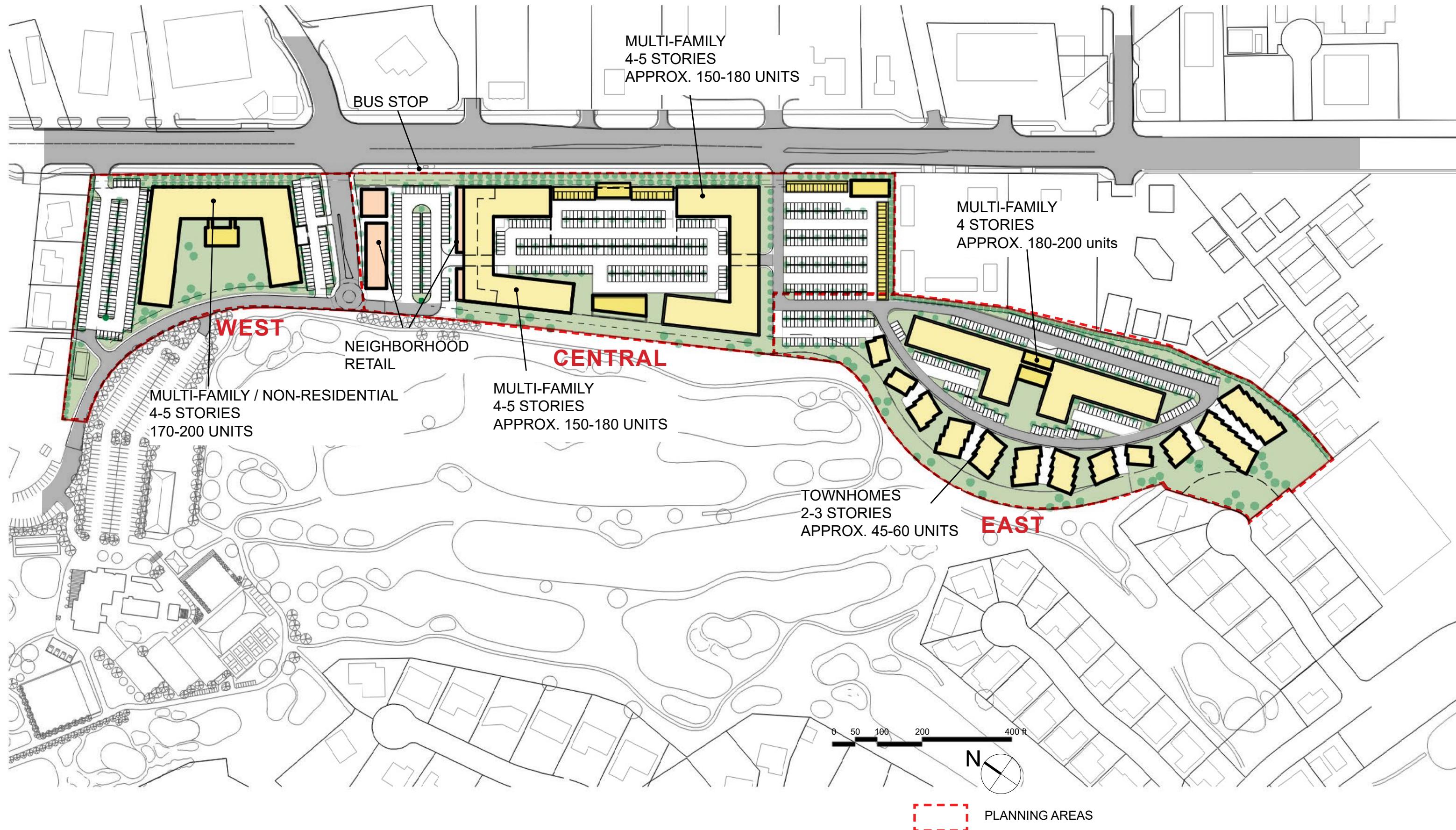
Specific Area Plan Application Master Plan Diagrams

December 19, 2022

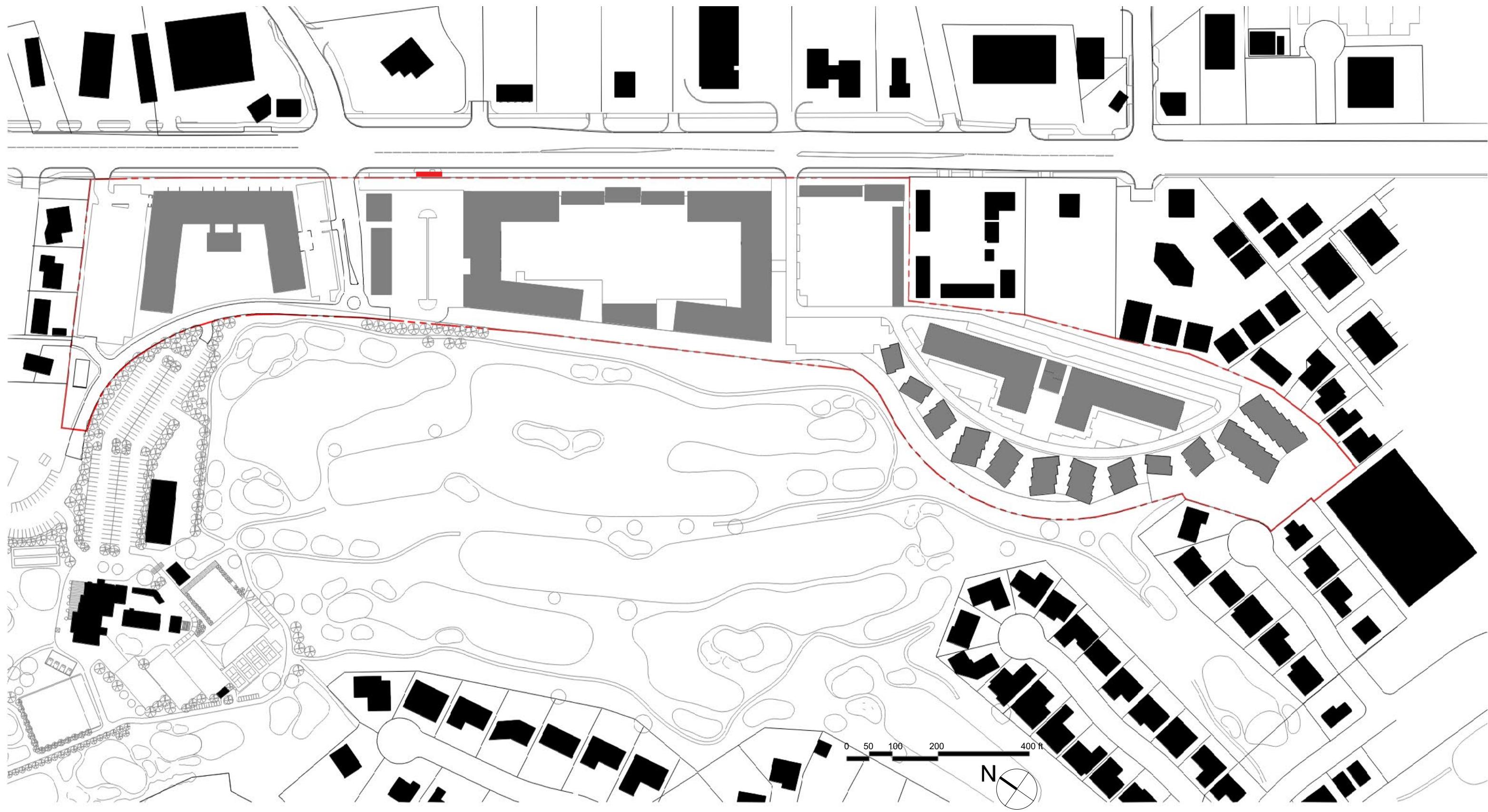
Revised January 9, 2023



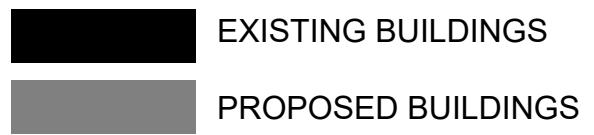
## SUB-DISTRICTS



## CONCEPT MASTERPLAN



## EXISTING & PROPOSED BUILDING FOOTPRINTS

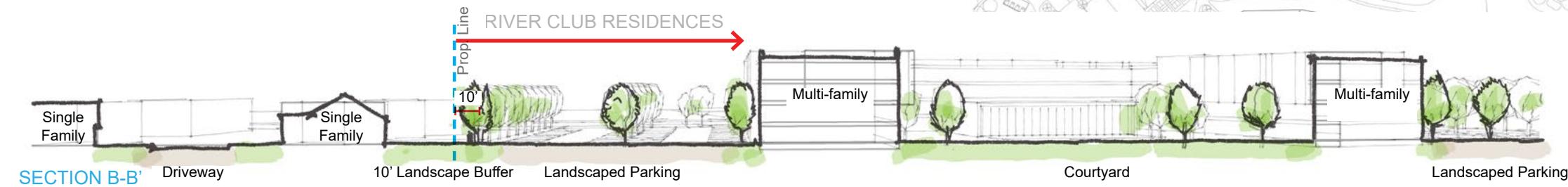




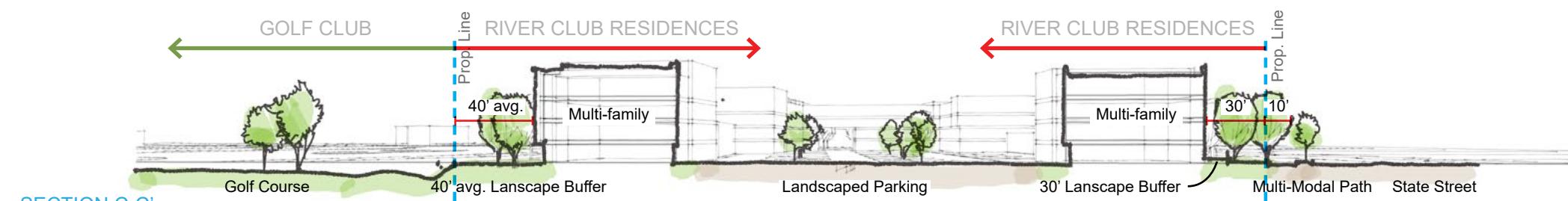
## CIRCULATION SYSTEM



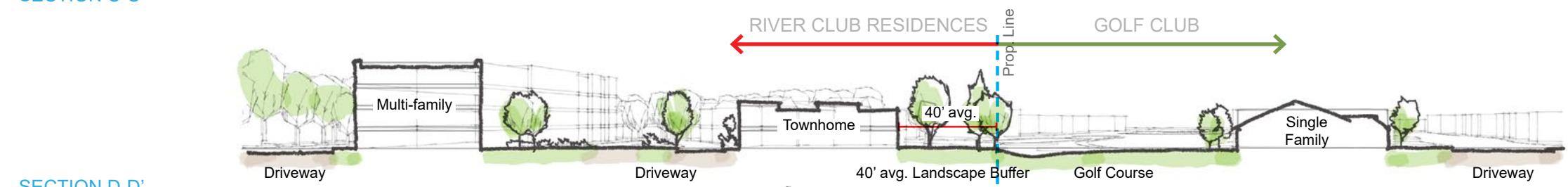
SECTION A-A'



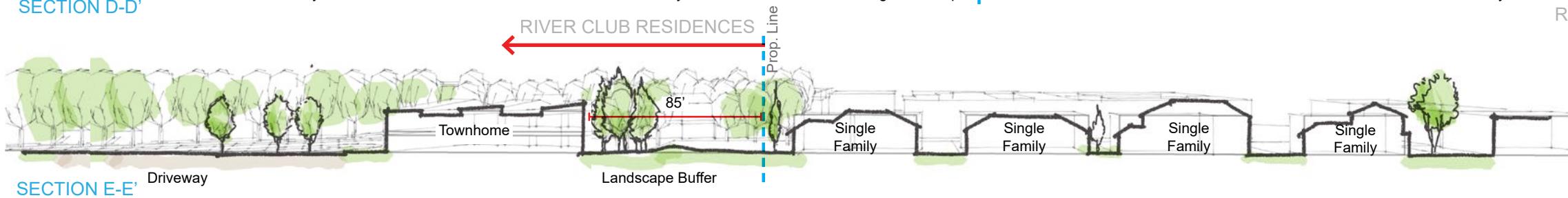
SECTION B-B'



SECTION C-C'



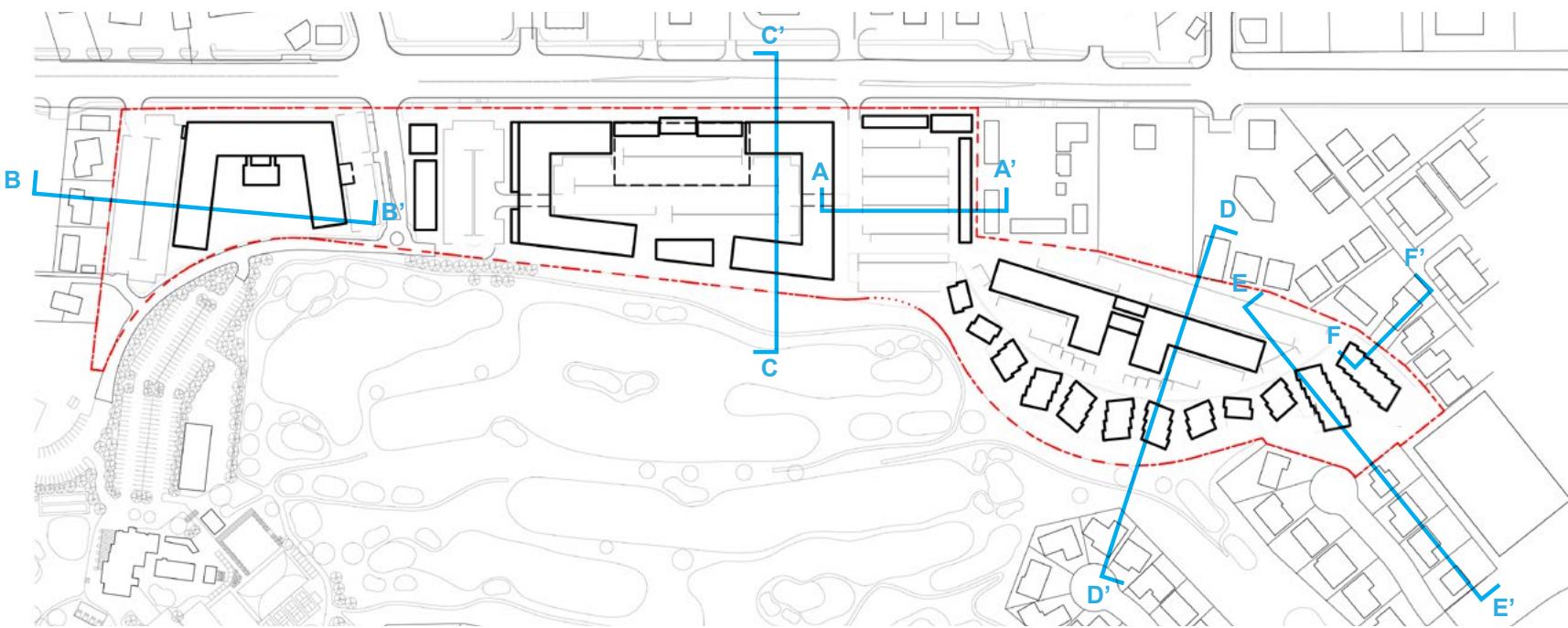
SECTION D-D'



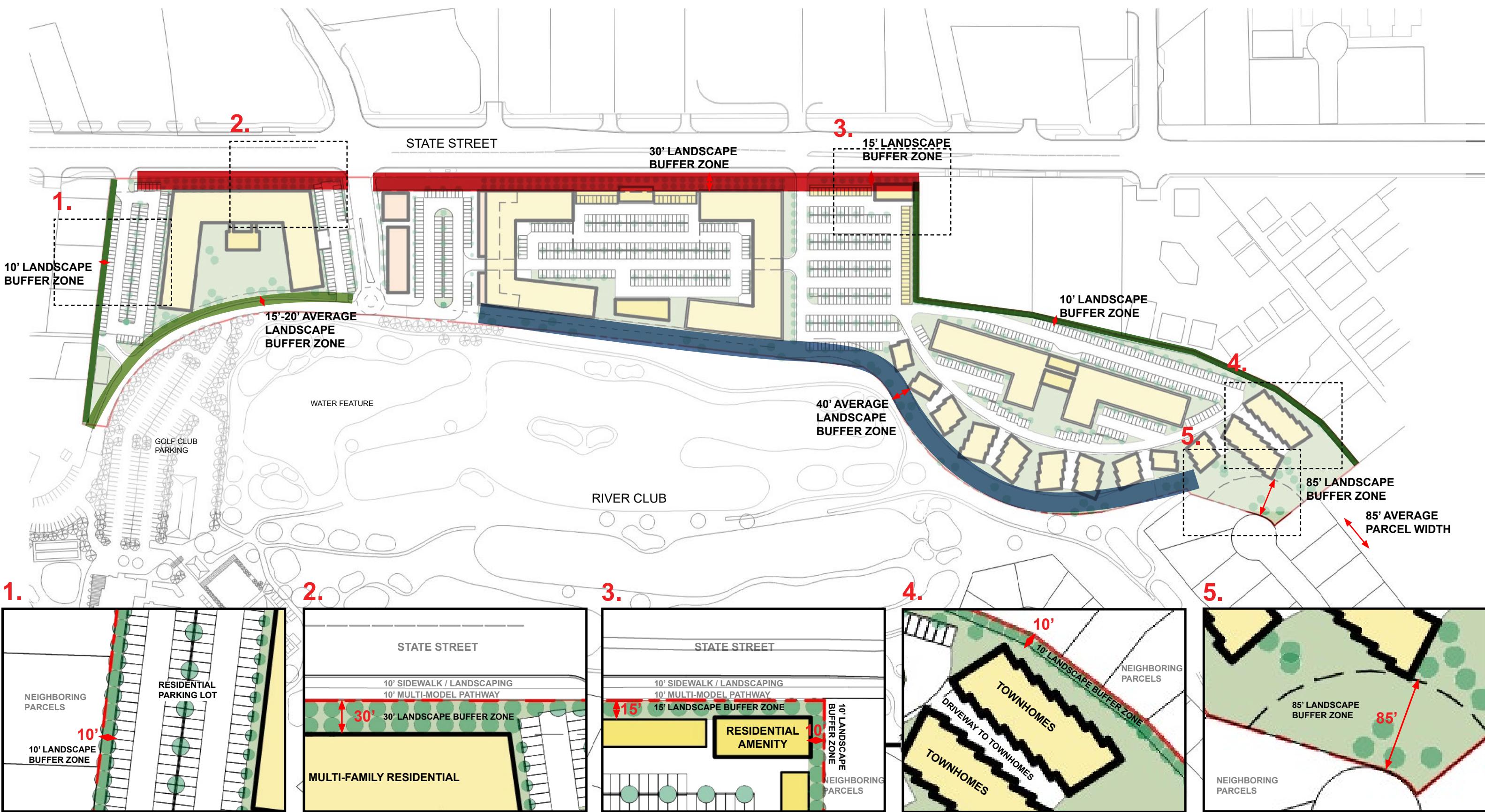
SECTION E-E'



SECTION F-F'



## SECTIONS: INTERFACE WITH NEIGHBORS



## INTERFACE WITH ADJACENT NEIGHBORHOOD

## TAB 3

### THE RESIDENCES AT RIVER CLUB

#### REQUIRED FINDINGS -- SPECIFIC AREA PLAN<sup>1</sup>

With the factual information and foundation provided to the City in the Application for The Residences at River Club, the City can reach the six conclusions of law found in the required Findings for the specific area plan request to revise the zoning boundary.<sup>2</sup> We address each of these Findings below with a partial summary of the factual information presented with the Application.

**Finding No. 1: The SAP application, as conditioned, is consistent with the city comprehensive plan, as amended,<sup>3</sup> including the future land use map and the land use planning area guidelines and land use designations, if applicable.<sup>4</sup>**

##### *Introduction*

The dynamic vision of the City's Comprehensive Plan (including the Future Land Use Map) – integrating land use and transportation planning – is reflected in the master plan for The Residences at River Club, which integrates land use and transportation planning principles to position this area of Garden City for: increased activity that will, in part, support State Street improvements, increased transit for all modes of travel (that is, bike and pedestrian as well as public transit and cars), and increased access to recreation. The master plan for The Residences at River Club reflects the development planning advanced by both Garden City and its sister governmental agencies.

Since 2002, local governments, including Garden City, Boise City and Ada County Highway District (**ACHD**), have been working together to implement the vision for the State Street/State Highway 44 corridor,<sup>5</sup> which activities

---

<sup>1</sup> The Residences at River Club SAP Application narrative, and the Application as a whole, is intended to provide the Applicant's overview of the Application's compliance in connection with the standards for review, or Findings, for the SAP Application.

<sup>2</sup> Garden City Code Section 8-6B-6.E. Note that there are three separate Findings required to be made in connection with any rezone request, including a rezone to SAP. These rezone Findings are subsumed in the SAP Findings. Nonetheless, we will make note of these separate Findings in our analysis.

See, Garden City Code Section 8-6B-5.D: In order to grant a text amendment to the development code, the council shall make the following findings:

1. The text amendment complies with the applicable provisions of the comprehensive plan;
2. The text amendment shall not be materially detrimental to the public health, safety, and welfare; and
3. The text amendment shall not result in an adverse impact upon the delivery of services by any political subdivision providing public services within the city.

<sup>3</sup> The applicable Garden City Comprehensive Plan was adopted in 2006 and last amended on June 14, 2021 (Resolution No. 1095-21). As described herein, The Residences at River Club will continue to be in accord with, and guided by, the Comprehensive Plan.

<sup>4</sup> See footnote 2. Garden City Code Section 8-6B-5.D.1 requires the Finding that "The text amendment complies with the applicable provisions of the comprehensive plan." The information and analysis for Finding No. 1 is intended also to address this Finding found in 8-6B-5.D.1.

<sup>5</sup> The vision has been described as "A long-term vision for the corridor that includes State Street as a heavily emphasized "transit" corridor with dedicated lanes in a seven-lane cross section; and land use policy changes and transit-oriented development within the corridor to support the high capacity transit. See generally, State Street Corridor Strategic Plan Study Final Report, dated February 2004, prepared by Meyer, Mohaddes Associates, Inc.; and State Street Transit and Traffic Operational Plan Implementation Plan, June 14, 2011, prepared by Kittelson & Associates, Inc.

informed the goals, objectives and action steps of the City's 2006 Comprehensive Plan, especially in the vicinity of State Street and Pierce Park Lane and the Property.

The 2011 State Street Transit and Traffic Operational Plan<sup>6</sup> identified improvements to implement the vision for State Street as "an integrated multimodal corridor, providing transportation options to all users and enhances all modes of transportation"<sup>7</sup> including the improvement of the intersections along State Street.

Garden City and Boise City, each of which cities abut State Street, especially in the area of the intersection at State Street and Pierce Park Lane, were amongst the signatories to a Memorandum of Understanding used to coordinate implementation strategies and planning actions for State Street.<sup>8</sup> Both Garden City and Boise City committed to concentrated efforts of land use and transportation planning.<sup>9</sup>

In 2019, after the new owner purchased The River Club, the new owner worked with both Garden City and ACHD to reconfigure the State Street-Pierce Park intersection in an effort to move the less-than-ideal existing entrance to The River Club at Plantation Drive to a new, south leg of the Pierce Park Lane intersection that would be safe and signalized. Garden City approved a design review application for the revised signalized intersection that will function as a safe right-of-way leading to and from The Residences at River Club, The River Club, other private property owners.<sup>10</sup>

Likewise in 2019 (and again in 2021), Garden City amended its Comprehensive Plan to support the City's Goal for transit along arterial streets such as State Street.<sup>11</sup> The City also revised its Future Land Use Map (see

<sup>6</sup> State Street Transit and Traffic Operational Plan Implementation Plan, June 14, 2011. Prepared by Kittleson & Associates, Inc.

<sup>7</sup> Id. at 91.

<sup>8</sup> Memorandum of Understanding State Street/Idaho 44 Transit Corridor Implementation Coordination, 2011.

<sup>9</sup> See, State Street and Pierce Park Lane Intersection Concept Report, September 2017. Prepared by Parametrix.

Boise City addressed the portion of the State Street Corridor abutting Boise City, which includes the existing intersection at State Street and Pierce Park Lane, in the Planning Policies for Boise City's Northwest Planning Area. Boise's projected land uses in the vicinity include a mix of use along State Street. See, Blueprint Boise, dated November 29, 2011, as amended, Chapter 4.

Garden City addressed the portion of State Street Corridor abutting Garden City, including The River Club directly south of the intersection. Garden City focused on improving the presently limited pedestrian opportunities along State Street and the limited comfortable crossings across State Street to the north. See, Garden City State Street Corridor Existing Conditions, dated October 2012.

In July 2019 (and again in 2021), Garden City unanimously approved its updated Comprehensive Plan. The Council approved this area at the intersection of State Street and Pierce Park Lane as a Neighborhood/Destination Activity Node, which may include small scale retail, art, office and higher density residential to facilitate making this location a destination point in Garden City. The intersection is planned as a Bus Rapid Transit station site. State Street is designated by Garden City as a Green Boulevard Corridor. See, Comprehensive Plan p. 34. The Comprehensive Plan's policy for this type of corridor is that: (1) the corridor is designed with multi-modal characteristics to support other transportation modes besides vehicles; and (2) land uses that encourage multi-modal transportation should themselves be encouraged.

<sup>10</sup> Garden City File No. DSRFY2019-12. The new, safer, signalized entrance was strongly supported by Savannah Lane residents during neighborhood meetings.

<sup>11</sup> 10.4 Objective: Designate locations in proximity to existing and future transit stops throughout the city that serve as activity centers.

#### **Action Steps:**

- 10.4.1 Amend the Development Code to facilitate transit-oriented development nodes along the arterial roadways as designated on the Land Use Map and described in the Land Use Designation, and also follow the State Street Corridor Study recommendations.

immediately below) to identify the State Street and Pierce Park Lane area as an “Activity Node” and Neighborhood and Destination Center. The City purposefully identified a total of seven centers around the City, including State and Pierce Park, with this designation both in the Comprehensive Plan text and on the Future Land Use Map. The City described these centers as follows:

Neighborhood and Destination Centers: The centers should be focused on uses that facilitate making the location a destination. Uses may include small scale retail, art, office, and higher density residential.<sup>12</sup>

The City was aware and conscious of the effect of this designation on the seven Neighborhood and Destination centers in the City. With regard to the State and Pierce Park area specifically, the City noted that the future development potential for The River Club’s property would be affected by the approved, planned Activity Node designation and the reconfiguration of the Pierce Park Lane intersection.<sup>13</sup> This Activity Node designation, plus the designation of State Street as a planned Green Boulevard Corridor, has had the desired effect of drawing private development potential to this area. From casual observation, it appears the designation has had a similar effect on the area of the other six defined Activity Nodes.

---

10.4.2 Amend the Development Code to facilitate destination and neighborhood centers that draw people to the location and are supported by transit as designated on the Land Use Map and described in the Land Use Designation for activity nodes.

Garden City Comprehensive Plan, p. 27. As reported in the 2019 update to the 2006 version of the Comprehensive Plan:

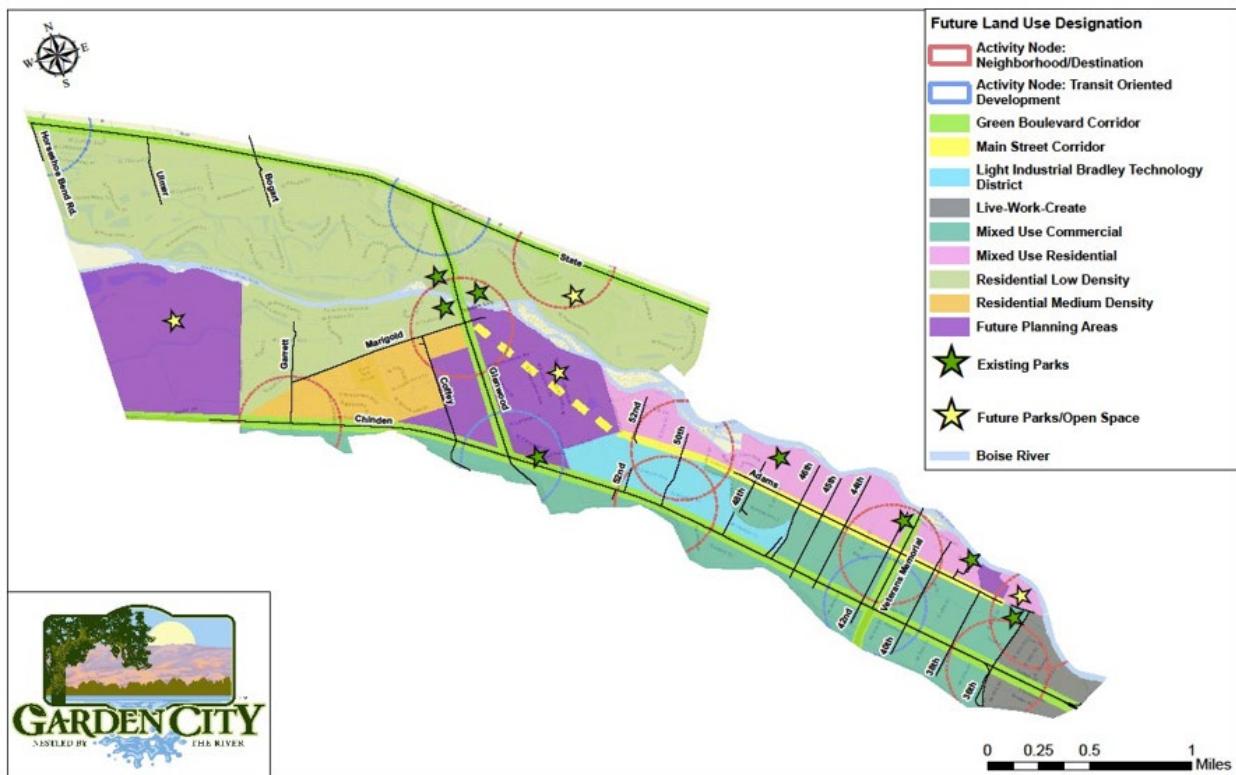
Since 2002, Garden City has been a party with other agencies in developing strategies responding to the multi-modal needs, land use connections and traffic demands for the State Street Corridor. Several transportation options and land use opportunities for transit-oriented development and increased densities have been analyzed. In addition, transit service and ridership have increased, and new sidewalks and pathways have been constructed.

Id. at p. 63.

<sup>12</sup> Garden City Comprehensive Plan, p. 33.

<sup>13</sup> Id. at p. 59.

## Garden City Future Land Use Map



The Application for The Residences at River Club, which requests a rezone to Specific Area Plan, builds on the previous transportation and land use planning decisions of Garden City to support a neighborhood and destination location with a mix of uses including higher density residential.

## *Specific Comprehensive Plan Goals, Objectives and Action Steps*

The City of Garden City is realizing its potential as a livable, vibrant and connected community:

In 2019, Garden City is again seeing a new chapter in its evolution as a more urban city. No longer a community identified by the two state highways that run through it, the city has become a destination. There is a greater sense of place and community engagement. Planning and City investment has set the stage for private development. New residential and commercial neighborhood centers have been created. Entrepreneurial spirited and creative businesses have been attracted. City features once seen as liabilities are being transformed into assets. Actions have been taken to protect and preserve natural amenities and reduce hazards. The city is a safe and secure place, and supportive of the most vulnerable populations.<sup>14</sup>

The Residences at River Club supports and is harmonious with the goals and objectives of Garden City's Comprehensive Plan. The following table lists the several planning goals adopted by Garden City, which, along with the objectives and action steps supported by The Residences at River Club, will assist Garden City continue its evolution as a city committed to: (1) maintain, preserve and enhance its assets; (2) improve the community's appearance, especially the appearance of streets and highways; and (3) build on community amenities and development potential.<sup>15</sup>

<sup>14</sup> See, Comprehensive Plan, p. 2, Executive Summary of the 2019 Comprehensive Plan.

15 |d.

Specifics regarding The Residences at River Club are found below in *italicized type*.

<b>Vision Statement</b>	
Garden City: a thriving, safe and diverse community nestled by the river in the heart of the Treasure Valley. A city that nurtures its natural and built environments, serves its residents, visitors and businesses with quality public facilities and services. <sup>16</sup>	
Comprehensive Plan Goal 1.	
Nurture the City	
This goal is supported by a number of objectives and action steps in the Comprehensive Plan including:	
<ul style="list-style-type: none"><li>• Create a premier destination place to live, work, and recreate. (See also Goal 12.)</li><li>• Amend the Land Use Code to improve the quality of development design through new land-use districts; zoning standards; and design regulations and review process.</li><li>• Amend the Land Use code to create more mixed-use and live-work uses.</li></ul>	
<i>The Residences at River Club will feature transit-supportive residential development and a neighborhood activity hub that will be a destination for future residents and the surrounding community. The Residences at River Club will be the initial development in Garden City along State Street to implement the long-held community vision to transform the State Street corridor from an auto-centric roadway to an urban high-capacity transit corridor. The Residences at River Club will be a prime catalyst for further transit-supportive redevelopment on the corridor.</i>	
<i>The Applicant will provide the private capital and expertise to implement Garden City's Comprehensive Plan goal to create a best-in-class, mixed-use Transit Oriented Development (TOD) centered on the State Street corridor at Pierce Park Lane.</i>	
<i>As guided by its Comprehensive Plan, Garden City Code amended the specific area plan section of its Land Use Code to provide a means to create zoning regulations and a master plan for unique areas and developments where a different zoning district may not achieve desired results – results desired by both a property owner and the City.</i>	
<i>The Applicant has provided an Application to the City to create a more mixed use transit-oriented development.</i>	
Comprehensive Plan Goal 2.	
Improve the City Image	
This goal is supported by a number of objectives and action steps in the Comprehensive Plan including:	
<ul style="list-style-type: none"><li>• Encourage new and distinctive neighborhoods.</li><li>• Encourage high quality design and landscaping, including the use of water features, in new development.</li><li>• Explore the opportunities to create distinctive neighborhoods through defining the unique attributes of the individual neighborhood, the incentives needed to encourage those characteristics, and the design, architecture and development standards to guide future development.</li></ul>	

<sup>16</sup> Comprehensive Plan, p. 1. Please refer to the discussion below for Comprehensive Plan Goal No. 12: "Evolve as a Destination." This new Goal was added in 2019 along with addition of the word "visitors" to the Vision Statement. In the 13 years between the Comprehensive Plan's adoption in 2006 and its amendment in 2019 (and again in 2021), the City saw that it was quickly transforming, evolving, into a "more urban city" as a destination and a "hub for recreation, entertainment and the arts." Id. at p. 2.

- Promote quality design and architecturally interesting buildings.
- Create a vision for the design of all streets and highways consistent with city's urban setting.
- Improve the city's gateways with consistent design treatment reflecting the "garden" in Garden City including signs, landscaping and public art.
- Include the pedestrian zone in the highway right-of-way to satisfy the City's Development Code requirements for open space.

*The City's encouragement for new and distinctive neighborhoods with high quality design, architecture and landscape design, is captured with the City's authorized Specific Area Plan District (SAPD). An SAPD is authorized by Garden City Code as a means to create zoning regulations and a master plan for unique areas and developments where a different zoning district may not achieve desired results. As provided in Garden City Code:*

*Each SAPD includes its own nontransferable set of zoning regulations. The regulations may include design guidelines, site plan, infrastructure plan, phasing plan, and other elements. The type of uses, form standards, location and amount of development, and design criteria for a particular property shall be established by adopting the SAPD into the Development Code [that is, Garden City Code] by specific area plan project ordinance (SAPPO).<sup>17</sup>*

Further:

*An SAP may be utilized anywhere within the city on properties that would benefit from a master plan and phasing approach. An SAP application is encouraged for the development or redevelopment of properties defined in the comprehensive plan as TOD activity nodes, or as neighborhood destination activity nodes, or as future planning areas.<sup>18</sup>*

*As described elsewhere in this analysis, the City's Comprehensive Plan guidance describes the Project Property as a planned Neighborhood Destination Activity Node; the Applicant's proposal will benefit from a master plan and a phasing approach; and the proposed zoning regulations included with the Application will assist the Applicant and the City create the unique destination activity center guided and encouraged by the Comprehensive Plan.*

Comprehensive Plan Goal 3.

Create a Heart for the City

This goal is supported by a number of objectives and action steps in the Comprehensive Plan including:

- Create public gathering places at multiple locations throughout the city.
- Amend the Land Use Code to require public gathering spaces in all new developments.

*The Comprehensive Plan Goal No. 3 is often thought to focus on opportunities to transform the Expo Idaho site into an urban center for the City or a "heart" for the City. However, the Comprehensive Plan discusses the need to develop a vision for the City with multiple centers or multiple "hearts", if you will.*

*As discussed elsewhere in this analysis, the City has identified areas to serve as Activity Nodes in the City, including the location for The Residence at River Club, that will create a public gathering place for The Residences' community and the community at large.*

<sup>17</sup> Id.

<sup>18</sup> Garden City Code Section 8-6B-6.B.

Comprehensive Plan Goal 4.

Emphasize the Garden in Garden City

This goal is supported by a number of objectives and action steps in the Comprehensive Plan including:

- Beautify and landscape.
- Encourage the use of non-potable water sources that are available to new development, including the installation of pressurized irrigation systems where appropriate.
- Beautify streets, sidewalks and gateways with landscaping, trees, and public art.
- Continue to require sidewalks and landscaping in all new development, and in major alterations and re-use of existing commercial sites.

*Non-potable water will be used for irrigation and streets and sidewalks will be beautified with extensive landscape throughout The Residences at River Club. As just some examples: The building in the West Planning Area will be setback a maximum of 30 feet from State Street, allowing for a multi-purpose public pathway, landscaped tree zone, and a resident sidewalk connecting ground floor units with front doors, patios and stoops facing State Street. Similar landscape is found along State Street in the Central Planning Area. An average 40-foot-wide linear park is shown on the master plan located adjacent to the reconfigured golf course. The linear park will feature a community pathway extending from the retail activity center through the Central Planning Area and East Planning Area, linking The Residences at River Club uses and residents. In the East Planning Area, additional buffering is planned between the townhomes and neighboring residential lots to include the average 40-foot-wide linear park and community pathway, a 50-foot irrigation drain easement, an 85-foot setback from the Fair Oaks Place cul-de-sac and extensive evergreen landscape areas as a privacy screen.*

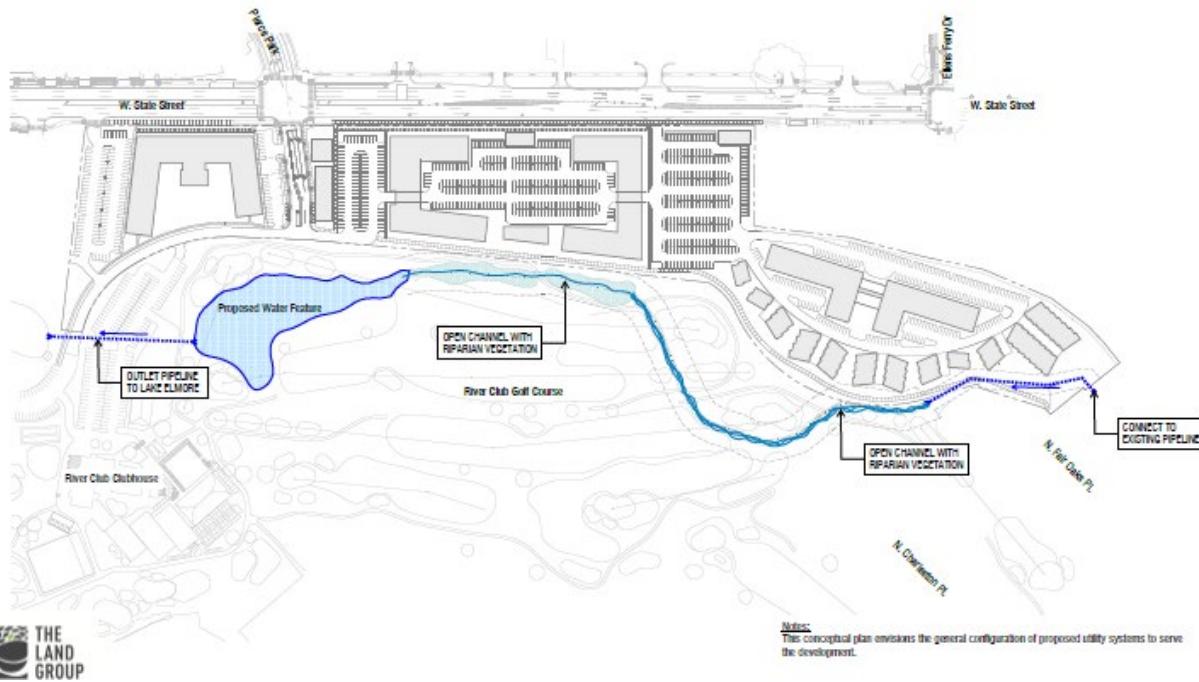
Comprehensive Plan Goal 5.

Focus on the River

This goal is supported by a number of objectives and action steps in the Comprehensive Plan including:

- Maintain city representation on FACTS (Friends of Ada County Trail System) committee.
- Create more accessibility to the Boise River and Greenbelt.
- Develop a city-wide pathway and sidewalk plan with links to the Boise River Greenbelt.
- Continue efforts to complete the greenbelt between Boise to Eagle.
- Allow relocation of canals and drains where appropriate.

*Drainage District No. 2 (the **District**) has jurisdiction over an irrigation drain that flows year-round across The River Club golf course in an open channel that extends from near Fair Oaks Place to the outlet at Lake Elmore. The River Club staff maintains the drain on the golf course in an arrangement with the District. The conceptual plan for the drain relocation has been preliminarily approved by the District as appropriate and is shown in the illustration immediately below. The requested piping of a portion of the drain across the Property in this area will ensure additional buffering between the townhomes and neighboring residential lots with the linear park, community pathway, irrigation drain easement, and extensive evergreen landscape areas. The drain will continue to be an open channel on the golf course, creating an amenity for the course. The Applicant has been and will continue to work with the District and The River Club to coordinate the relocation and construction of the drain.*



## Comprehensive Plan Goal 6.

### Diversity in Housing

This goal is supported by a number of objectives and action steps in the Comprehensive Plan including:

- Continue to be a leader and set an example for the region in creating a diversity of housing.
- Continue to explore opportunities that encourage mixed income housing in new developments.

*The 2019 and 2021 updates to the Comprehensive Plan note that many additional multi-family dwelling units are either under construction in the City, or in the permitting process, indicating that multi-family units will represent a greater percentage of the City's housing stock in the coming years.<sup>19</sup> This is certainly a trend that has been visible throughout the Treasure Valley.*

*The vision for The Residences at River Club, in addition to being a walkable, thoughtfully designed, mixed-use community, is also as a community offering diverse housing options catering to various demographic and lifestyle preferences. The diversity of housing choices will match consumer incomes, preferences, and life stages.*

*Housing in the West Planning Area will have a single 4-5 story multi-family building, potentially for active adult residents. The design will feature quality of life, open space, and recreation amenities that promote an active lifestyle with a landscaped courtyard for resident activities and views of the golf course. Examples of possible amenities include: clubhouse; fitness facilities; enclosed bike storage; public art; open space; pool; walking trails; children's play structures; sports courts. The design may include small-scale non-residential uses up to 10,000 square feet geared toward serving residents and the local community. These non-residential uses will be integrated with the building, not free-standing.*

*Housing in the Central Planning Area will include two "C"- shaped 4-5 story multi-family buildings. Amenities will promote quality of life, open space, and recreation and may include: clubhouse; fitness facilities; enclosed bike storage; public art; open space; pool; walking trails; children's play structures; sports courts.*

<sup>19</sup> Comprehensive Plan, p. 61.

*The East Planning Area will provide lower-density housing wrapping the Property's eastern end. Two 4-5 story multi-family buildings are centrally placed and buffered by landscaped open space and two-three story townhomes from existing homes. Amenities will promote quality of life, open space, and recreation and may include: clubhouse; fitness facilities; enclosed bike storage; public art; open space; pool; walking trails; children's play structures; sports courts.*

Comprehensive Plan Goal 7.

Connect the City

This goal is supported by a number of objectives and action steps in the Comprehensive Plan including:

- Create pedestrian and bicycle friendly connections.
- Promote public transportation along State, Chinden, Glenwood and Adams with stops in neighborhoods and with pedestrian and bicycle connections to major city destinations including schools.
- Support efforts of Valley Regional Transit for fixed transit stops, bus turn-outs, and more frequent service as financially feasible.
- Promote public awareness of the value of public transit.
- Evaluate the increasingly important destination Garden City is becoming within the region and the changing demand that places on public transportation.
- Develop standards for the integration of bus stops in new development along transit routes.
- Develop alternative design and development standards to create safer and neighborly internal streets appropriate for the use.

*Given the City's the planned and already improved changes to the State Street corridor, the Applicant offers the City a unique opportunity to create a new destination neighborhood within Garden City that promotes the transit and land planning goals of the City. The Application fosters the development of a master-planned community along what is taking shape as a much-improved east-west transit corridor for the community, as well as being in close proximity to schools, library, employment, shopping, and significant private and public recreation opportunities.*

*The vision for The Residences at River Club is as a walkable, mixed-use community, thoughtfully designed and embracing its amenity-rich setting, linked together by pathways, recreation opportunities, and retail facilities to encourage physical activity and social engagement for all residents. As reported in the 2019 update to the Comprehensive Plan:*

*While the city continues to be a vehicle-oriented community, improvements and studies have been completed that portend a more multi-modal future environment. The Greenbelt has evolved as not just a recreational asset, but a very important commuter link between Garden City and communities to the west with downtown Boise.<sup>20</sup>*

*ACHD adopted its "Roadways to Bikeways Plan" in 2018 to show the location of the existing and potential future bikeway network in Garden City. "What is lacking is consistent connections to the Boise River Greenbelt."<sup>21</sup> The City recognizes that connectivity throughout the City is a concern,<sup>22</sup> and the City's Parks and Waterways Plan, incorporated by reference into the Comprehensive Plan, recognizes the vital connecting importance of the Greenbelt for both recreation activities and as a non-motorized transportation corridor.<sup>23</sup> Plantation River Drive*

<sup>20</sup> Comprehensive Plan, p. 63.

<sup>21</sup> Id. at p. 64.

<sup>22</sup> See, Comprehensive Plan discussion on pp. 65-66.

<sup>23</sup> Parks and Waterways Plan, p. 9.

has been identified by ACHD as a Low Stress Bike Route that leads to the Greenbelt.

Comprehensive Plan Goal 8.

Maintain a Safe City

This goal is supported by a number of objectives and action steps in the Comprehensive Plan including:

- Invest in public safety.
- Create safety zones around parks, schools and public gathering places.

*The Applicant has committed to its neighbors on Fair Oaks Place that there will be no vehicular or pedestrian connection from The Residences at River Club to Fair Oaks Place. However, the Applicant did advise its neighbors that the Boise Fire Department may require gate-controlled emergency access.*

Comprehensive Plan Goal 9.

Develop a Sustainable City

This goal is supported by a number of objectives and action steps in the Comprehensive Plan including:

- Protect riparian and flood way areas.
- Continue to administer Federal Emergency Management Agency regulations for development in flood hazard areas.
- Promote and recognize green building construction.

*A portion of The Residences at River Club will lie on the northern fringe of the Boise River 100-year floodplain approximately ¼ mile from the Boise River. As stated in the “Natural Hazard and Resource Analysis Report,” on file with the City, proposed structures will be elevated above the base flood elevation in accord with the City’s Flood Hazard ordinance.*

*Unlike suburban developments that require extensions of public infrastructure requiring added perpetual maintenance costs, The Residences at River Club is an infill development that will demonstrate a fundamental sustainability principle by accessing existing public water, sanitary sewer and transportation infrastructure.*

*With regard to green building construction, Lincoln Property Company and its affiliate, LPC West, Inc., have a corporate policy with a commitment to ensure accountability. Toward that end, the Applicant’s stated Commitment and Strategy is to:*

*... recognize that the decisions we make have long-term impacts on our buildings, occupants, and the communities we serve. To that end, we are committed to forecasting, tracking, reducing, and offsetting our environmental impacts – and embrace sustainability, diversity and innovation as key pillars for our environmental, social and governance success.*

*The Applicant embraces a commitment to transforming how its buildings are designed, constructed and operated through using green building techniques, enabling an environmentally and socially responsible, healthy, and prosperous environment.*

Comprehensive Plan Goal 10.

Plan for the Future

This goal is supported by a number of objectives and action steps in the Comprehensive Plan including:

- Designate locations in proximity to existing and future transit stops throughout the city that serve as activity centers.

- Amend the Development Code to facilitate transit-oriented development nodes along the arterial roadways as designated on the Land Use Map and described in the Land Use Designation, and also follow the State Street Corridor Study recommendations.
- Amend the Development Code to facilitate destination and neighborhood centers that draw people to the location and are supported by transit as designated on the Land Use Map and described in the Land Use Designation for activity nodes.
- Provide a transition in the height and scale of development that is compatible with the existing surrounding neighborhoods.
- Limit the location of the new neighborhood commercial districts to areas that are a maximum of two blocks in length or appropriate in size to the location, and that can provide transition and buffering to any adjoining residential land uses.

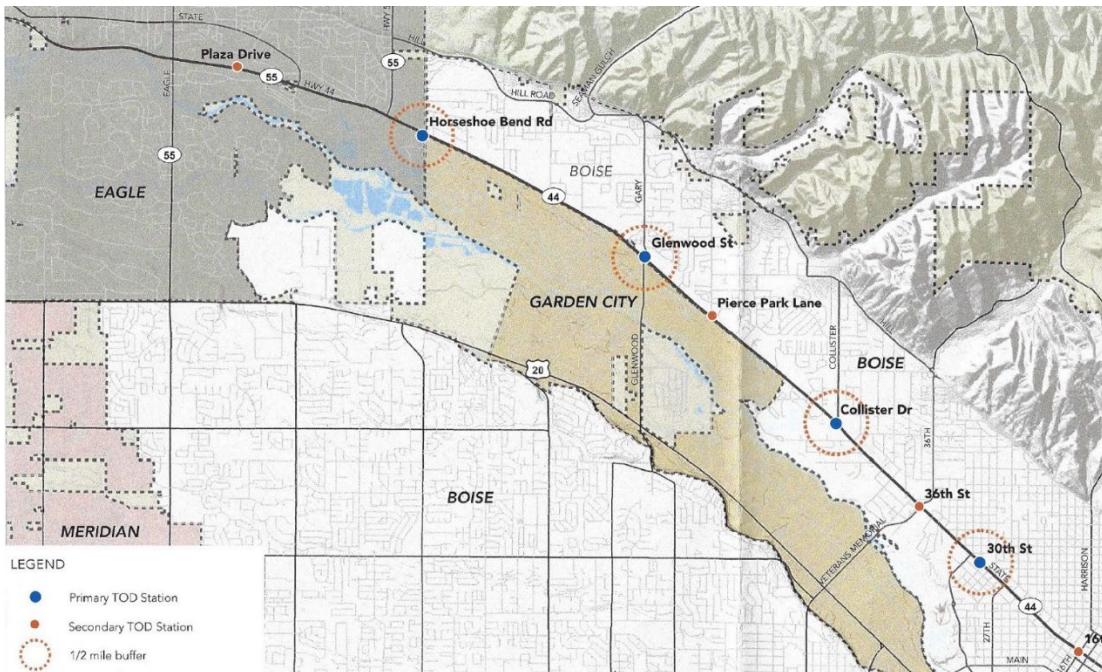
*The City has taken to heart its mission to plan for the future of Garden City. For over 15 years, Garden City has been party to the State Street Corridor Memorandum of Understanding (MOU) with the City of Boise, City of Eagle, Ada County Highway District (ACHD), Idaho Department of Transportation (ITD), Valley Regional Transit (VRT)<sup>24</sup> and the Community Planning Association of Southwest Idaho (COMPASS). The MOU guides the coordinated activities and investment by the public agencies to plan the transformation of State Street to a high-capacity transit corridor with bus rapid transit.*

*To determine public policy, the agencies prepared The “State Street Corridor Strategic Plan Study” in 2004, which evaluated alternative solutions. As shown on the illustration immediately below, the Study recommended that commercial development be reorganized into “nodes” at specific locations to encourage public transit use and provide more concentrated usable services for neighboring residents. The State Street and Pierce Park Lane area is designated a secondary Transit Oriented Development (TOD) node. The Residences at the River Club Project will benefit from an enhanced transit station with real-time information located just east of the Pierce Park Lane intersection.*

***Primary and Secondary TOD Stations Along the State Street Corridor***

---

<sup>24</sup> VRT is the regional transit authority and operates the public transportation system in the Treasure Valley, primarily the fixed-line bus system. The agency has been integral to the State Street corridor planning. Recently, VRT received \$8.5 million in funding for transit station improvements on the corridor to be installed in 2024-2026. The Applicant has consulted with VRT regarding the preliminary design for the enhanced TOD transit station improvement adjacent to The Residences at River Club and will continue to coordinate with the agency.



In 2019, the same governmental agencies that are parties to the MOU (including Garden City), prepared the “State Street Corridor Transit Oriented Development Plan”, which planning and design study has been used to assist the land use agencies (including Garden City) adopt recommended design principles and land use planning elements for TOD locations. City adopted the Study by resolution in March 2020.<sup>25</sup>

Prior to putting pen to paper, the Applicant took the guidance of the City’s Comprehensive Plan and established twelve further community development principles to guide the planning and design that will implement the vision of the City and The Residences at River Club:

1. Create a healthy community that is active, walkable and connected.
2. Design a central hub for community gathering and social engagement.
3. Adopt street patterns and building orientations that focus life on the street.
4. Utilize open space and a connection to the Boise River as an organizing element in neighborhood design.
5. Establish residential densities that are transit-supportive combined with a commercial node at the TOD station location to encourage transit use.
6. Offer a diversity of housing choices to match consumer incomes, preferences, and life stages.
7. Create compatibility with existing residential development.
8. Create Project destinations and links that integrate the Project with existing neighborhoods.
9. Provide multi-modal transportation choices to reduce reliance on vehicle trips.
10. Promote original and high-quality design and building materials.
11. Create designs that enhance the “sense of place” for the development.
12. Contain all parking within the Project.

Incorporated within the design for The Residences at River Place is development at a transition in the height and scale, including landscape elements, that will be compatible with the existing neighborhoods, and which compatibility will be fully vetted with the design review professionals at the City.

<sup>25</sup> Garden City Resolution No. 1077-20.

*Further, the new neighborhood commercial district is limited to an area that is appropriate in size to the location. The planned pedestrian-oriented activity center will provide residents and others with a high-quality walkable destination for shopping and opportunities to enjoy events, entertainment, and dining. The location will function as a gathering place with outdoor seating for the community and provide new retail offerings. Buildings will be designed to be close to the street with wide sidewalks for displays and outdoor dining. Parking is at the rear, with pathways to the building's front entrances. The non-residential uses are anticipated to be neighborhood-scale and destination-focused and could include uses such as: coffee shop; boutique shops; restaurants; professional services; spa/salon and healthcare services. The retail parking court will provide direct access to the TOD transit station and could function for gatherings and events.*

Comprehensive Plan Goal 11.

Serve the City

This goal is supported by a number of objectives and action steps in the Comprehensive Plan including:

- Continue to maintain existing public facilities and support social services.
- Upgrade and maintain water services.
- Continue efforts to inventory and identify needs for future improvements and expansion in water and sewer infrastructure.

*Many of the objectives and action steps under Comprehensive Plan Goal No. 11 discuss the City's support for education facilities and non-profit corporations that serve the City (such as the Boys & Girls Club), and the City's maintenance of fiscal responsibility in serving its citizens.*

*With regard to utilities, Conceptual Utility Plans prepared by The Land Group and provided with the Application provide the City's Staff with additional detail on water and sanitary sewer service and show that municipal water and sewer service are readily available for the Project from existing facilities on or adjacent to the Property. The City's Engineer provided a conditional ability to serve letter in June, 2022.*

*The development phasing plan ensures that each phase will be complete with regard to public services. The project will also allow the water system serving the existing Plantation subdivisions to be looped.*

Comprehensive Plan Goal 12.

Evolve as a Destination

This goal is supported by a number of objectives and action steps in the Comprehensive Plan including:

- Create a premier destination for work, recreation, entertainment, culture and commerce.
- Continue planning for and funding the city's infrastructure, acknowledging the valuable contribution that public investment has in supporting private commercial development in the city.
- Support a positive business environment.
- Encourage non-residential uses that are compatible with the surrounding residential neighborhood.
- Market the city to smaller businesses and support a positive environment for entrepreneurial businesses.

*This new Goal No. 12 was added with the 2019 amendment to the Comprehensive Plan. In the 13 years between the Plan's adoption in 2006 and the 2019 amendment, the City saw that it was quickly transforming, evolving, into a "more urban city" as a destination and a "hub for recreation, entertainment and the arts."<sup>26</sup> Many of the remarkable changes have occurred because of the work done by the City to implement the planning goals of the City.<sup>27</sup>*

<sup>26</sup> Comprehensive Plan, p. 2.

<sup>27</sup> Id.

*This planning implementation by the City, this public investment,<sup>28</sup> has set the stage for private development that recognizes the development potential at Activity Nodes and Neighborhood Destination Centers— such as the Activity Node at State and Pierce Park, that provide residents and visitors with a walkable sense of place with access throughout the community. The Applicant's goal is for The Residences at River Club to be a striking asset to Garden City and the State Street corridor, and an inspiration for future mixed use development elsewhere in Garden City.*

**Finding No. 2: The SAP application, as conditioned, meets the minimum requirements of this chapter.**<sup>29</sup>

Chapter 6 sets out the requirements for any SAP application, including review procedures, and standards for review and findings for approval.<sup>30</sup> The Applicant has provided the Application for The Residences at River Club as provided by Chapter 6, and looks forward to participating in the City's review as provided in Chapter 6.

The Applicant has worked diligently to provide the City with an Application that goes beyond the minimum requirements to present a concept master plan and zoning regulations for The Residences at River Club, which Application demonstrates compliance with the Findings required to be made by the City – with or without conditions that may be a part of the public hearing process.

**Finding No. 3: The SAP application promotes the orderly planning and development of land, as set forth in the purpose for this process.**<sup>31</sup>

Garden City Code Section 8-6B-6.A provides development examples that can assist an applicant reach the City's goal of orderly planning and development of any applicant's property. As discussed elsewhere in this narrative, and as summarized below, these elements can be found in the master plan for The Residences at River Club. As each phase of the Project is brought back to the City with a specific site plan for design review, the proposed development of the land, guided by that master plan, will be reviewed by the City to continually ensure orderly development.

As provided in the discussion for Finding No. 1, The Residences at River Club brings before the City a private development, governed by the City, that will implement the City's Comprehensive Plan (including the future land use map) goals and policies for this area of the City. The City strives to ensure that development is not materially detrimental to the public's health, safety and welfare. The Comprehensive Plan embodies the City's strategy and blueprint to ensure the public health, safety and welfare is supported and advanced over time.

---

<sup>28</sup> Since 2006, the City has invested in utility improvements, replacements and upgrades; provided preventive maintenance on collection lift stations, and replacing well sites, and codified infrastructure standards as materials and needs have changed. See, Comprehensive Plan discussion, p. 67. Additionally, changes have been made in fire operations that have made available to the City an aerial truck that allows for higher construction in the City.

<sup>29</sup> See footnote 2. Garden City Code Section 8-6B-5.D.1 requires the Finding that "The text amendment shall not be materially detrimental to the public health, safety, and welfare." The analysis and information above are intended also to address this Finding.

<sup>30</sup> See Garden City Code Section 8-6B-1.

<sup>31</sup> See footnote 2. Garden City Code Section 8-6B-5.D.3 requires the Finding that "The text amendment shall not result in an adverse impact upon the delivery of services by any political subdivision providing public services within the city." The information and analysis herein are intended also to address this Finding.

By developing in a manner to support the Comprehensive Plan, The Residences at River Club provides that support for the public's health safety and welfare.<sup>32</sup> The Residences at River Club proposes to:

- Develop in a manner that is highly respectful of the Comprehensive Plan thus contributing to the social, economic and environmental sustainability of the City.
- Provide for a safe and comfortable integrated transportation system that prioritizes a pedestrian-bicyclist environment and mass transit that will assist in the reduction of vehicular trips.
- Plan the coordinated and phased construction of infrastructure, including public facilities such as sewer, water and irrigation facilities, and will coordinate with the transportation agencies working in the State Street corridor.
- Contribute amenities to the community, including maintaining and enhancing public access to the Boise River and recreational facilities.
- Designate open space.
- Provide for a mix of uses, including a range of housing types.

Unlike suburban developments that require extensions of public infrastructure requiring added perpetual maintenance costs, The Residences at River Club is an infill development that will access existing public water, sanitary sewer and transportation infrastructure. The development's phasing plan reflects the logical extensions of services and ensures no gaps in those services.

**Finding No. 4: The SAP application will create a district that is identifiable as a distinct area of the city with a distinguishing character.**

The City's zoning purpose for creating any specific area plan district, and the River Club SAP District for this particular Property, is to provide a means to create zoning regulations and a master plan for this unique area and development where a different zoning district may not achieve desired results -- not merely the desired result of the Applicant, but the desired results of the City as guided by the City's adopted Comprehensive Plan. We trust that the Application, with its maps, illustrations, and narrative will demonstrate for the City the Applicant's deep commitment to the Garden City community and the Applicant's desire to develop The Residences at River Club as a very distinct area of the City.

With high-quality planning and design by a nationally respected architect and developer, The Residences at River Club will achieve the desired enhanced gateway identity and character for this portion of Garden City.

**Finding No. 5: The SAP application has been noticed and public hearing held in accordance with this code.**

At this point in the Application's process, noticed public hearings, review and recommendation by the Planning & Zoning Commission, and a final decision by the City Council have not yet occurred.

With the conclusion of the duly noticed public hearings, the City can reach the positive conclusion that this Finding has been met.

**Finding No. 6: The SAP application complies with all city zoning regulations and codes in effect at the time of the SAP application.**

---

<sup>32</sup> Garden City Code Section 8-6B-5.D.2 requires the Finding that "The text amendment shall not be materially detrimental to the public health, safety, and welfare." The information and analysis herein are intended also to address this Finding.

Please refer to the procedural regulations for any rezone application in Garden City Code Sections 8-6B-5 and 8-6B-6, as well as the requirements of the “General Provisions” of Garden City Code Section 8-6A-1 *et seq.* The Applicant has complied with the pre-application processes (that is, held a pre-application conference with the City and held two neighborhood meetings).<sup>33</sup> The required components for a complete Application have been submitted along with this narrative. At this point in the Application’s process, noticed public hearings, review and recommendation by the Planning & Zoning Commission, and a final decision by the City Council have not yet occurred.

To date, the Applicant and the Application has complied with this Finding. With the conclusion of the public hearings, the City can reach the positive conclusion that this Finding has been met.

---

<sup>33</sup> The Applicant noticed and held two well-attended neighborhood meetings on August 25, 2022, and October 25, 2022, at The River Club’s meeting room. To expand neighbor participation, the Applicant extended the notice of the meetings to several property owners beyond the required 300 feet radius from the Project’s location. The Applicant also provided a copy of the meeting notice to the Plantation Master Homeowners’ Association. To document the neighborhood meetings, the Applicant has provided the City with a copy of materials presented at the meetings, required affidavits, names and addresses of property owners noticed within 300 feet of the Project and beyond, and a list of meeting participant attendees.

LPC held other small group meetings with interested parties to encourage neighborhood interaction before making Application. We recently became aware that the City has received written comments from interested parties before the Application was submitted. Following submittal of the Application, we will review these comments and may provide Staff with additional information in response to those comments.

Following the first neighborhood meeting, LPC requested and attended pre-application meetings in September, 2022 with Garden City Staff, Garden City Design Review Committee, and the Boise Fire Department (representing the North Ada Fire and Rescue District), to receive input on the proposed Application.

# Taunton Group

Community Development

December 19, 2022

Garden City Development Services  
Jenah Thornborrow, Director  
6015 N. Glenwood Street  
Garden City, ID 83714  
[jthorn@gardencityidaho.org](mailto:jthorn@gardencityidaho.org)

## **Re: The Residences at River Club Specific Area Plan Application SAPFY2023-0001: Application Narrative, Compliance Statement and Statement of Intent**

Dear Ms. Thornborrow,

On behalf of the property owner, LB River Club Owner LLC, and its designated representative, Lincoln Property Company and its west coast affiliate, LPC West, Inc. (collectively, the **Applicant** or **LPC**), we are pleased to submit an application to rezone 22.68 acres of property from Low Density Residential (R-2) to Specific Area Plan (SAP District) (the **Application**). The property is addressed as 6515 W. State Street, Garden City, ID 83714, identified by tax parcel numbers SO630223350 and SO630212910, and is legally described in **Tab 1**, attached to this letter (the **Property**). The Application has been compiled by LPC with the assistance of a number of professionals, all of whom are listed, along with their contact information, in **Tab 2**, attached to this letter.

To assist the reader, this narrative is divided into the following sections:

Page 2	Introduction
Page 2 - 3	Garden City's Specific Area Plan -- Overview
Page 3 - 4	Waiver Request for Application Information
Page 4 - 5	Project Location -- Overview
Page 5 - 6	Transportation & State Street Corridor Planning
Page 7 - 15	The Residences at River Club Vision
Page 16- 17	Specific Area Plan Project Ordinance
Page 17	Required Findings -- Specific Area Plan
Page 17	Conclusion
Attachments	Tab 1 – Legal Description of the Property
	Tab 2 – Applicant and Consultants
	Tab 3 – Required Findings

## **Introduction**

The Property owner affiliate and designated representative, LPC, is an award-winning international development and property management company founded in 1965 and headquartered in Dallas. LPC is highly respected throughout its markets for exceptionally designed residential and commercial projects and is the second-largest apartment manager in the United States, with 215,000 residential units under management.<sup>1</sup>

LPC will provide the private capital and expertise to implement Garden City's Comprehensive Plan goal to create a best-in-class, mixed-use Transit Oriented Development (**TOD**) centered along the State Street corridor at Pierce Park Lane (the **Project** or **The Residences at River Club**). The Residences at River Club, a "build to lease" development, will be four miles from downtown Boise, 1½ miles from Garden City Hall, and framed by the adjacent reconfigured River Club 18-hole golf course.<sup>2</sup>

The Project will feature transit-supportive residential development and a neighborhood activity hub that will be a destination for future residents and the surrounding community. The Residences at River Club will be the initial development in Garden City along State Street to implement the long-held community vision to transform the State Street corridor from an auto-centric roadway to an urban high-capacity transit corridor. Upon completion, The Residences at River Club will be a prime catalyst for further transit-supportive redevelopment on the corridor.

To ensure that The Residences at River Club will be a superior urban offering in Garden City, LPC selected CRTKL Architects to undertake the Project's design. Like LPC, CRTKL has national and international experience that will inform the Project's design.<sup>3</sup>

## **Garden City's Specific Area Plan -- Overview**

To develop the Project, a rezone of the Property, originally zoned R-2 about 50 years ago, is required. Garden City Code establishes the procedures to request a rezone,<sup>4</sup> and, in this instance, the requested rezone is to establish a specific area plan district (**SAPD**). An SAPD is authorized by Garden City Code as a means to create zoning regulations and a master plan for unique areas and developments where a different zoning district may not achieve desired results.<sup>5</sup> As provided in Garden City Code:

Each SAPD includes its own nontransferable set of zoning regulations. The regulations may include design guidelines, site plan, infrastructure plan, phasing plan, and other elements. The type of uses, form standards, location and amount of development, and design criteria for a

---

<sup>1</sup> For further information, please refer to: [www.lpc.com](http://www.lpc.com).

<sup>2</sup> The planned reconfiguration of The River Club golf course (to be 18 holes on approximately 100 acres) is not part of this Application and will be a separate permitting process undertaken by The River Club. Note that the development schedule of The Residences at River Club and ACHD's State Street-Pierce Park Lane intersection construction schedule will influence the timing of The River Club golf course reconfiguration.

<sup>3</sup> For further information, please refer to: [www.callisonrtkl.com](http://www.callisonrtkl.com).

<sup>4</sup> See, Garden City Code Section 8-6B-5.

<sup>5</sup> See, Garden City Code Section 8-6B-6.A.

particular property shall be established by adopting the SAPD into the Development Code [that is, Garden City Code] by specific area plan project ordinance (SAPPO).<sup>6</sup>

Further:

An SAP may be utilized anywhere within the city on properties that would benefit from a master plan and phasing approach. An SAP application is encouraged for the development or redevelopment of properties defined in the comprehensive plan as TOD activity nodes, or as neighborhood destination activity nodes, or as future planning areas.<sup>7</sup>

As described elsewhere in this narrative: the City's Comprehensive Plan guidance describes the Property as a planned Neighborhood Destination Activity Node; the Applicant's proposal would benefit from a master plan and a phasing approach; and the proposed zoning regulations included with the SAP Application will assist the Applicant and the City create the unique built destination activity center guided and encouraged by the Comprehensive Plan.

Note that while LPC's present rezone request for approval of a Specific Area Plan District, and approval of a master plan will guide future development within the Property, such immediate approvals will not authorize specific development improvements on the Property. For LPC to receive detailed approval to make physical improvements on its Property, an additional, specific detailed development application (that is, an application for detailed design review) must be made and reviewed by the City prior to development.<sup>8</sup>

LPC soon will submit a Minor Land Division application to create the legal parcels for the separate "Planning Areas" or phases of the Project, which Planning Areas are described further below. Following a rezone of the Property to SAP District, LPC will submit detailed Design Review applications for each of these Planning Areas. Each Design Review application will require public notice and opportunities for the public to comment.

### **Waiver Request for Application Information**

Information to be submitted to the City for this and any SAP Application is identified in Garden City Code Section 8-6A-4 and Table 8-6A-2 for a Specific Area Plan, and identified in Garden City Code Section 8-7B-1.l for a concept master plan.<sup>9</sup> As also provided in Garden City Code Section 8-6A-4.B, the Applicant may request exemption from production of one or more items of information.

---

<sup>6</sup> Id.

<sup>7</sup> Garden City Code Section 8-6B-6.B.

<sup>8</sup> See Garden City Code Section 8-6B-6.C.2 and C.3. Garden City's Code allows an applicant to take a two-step process toward final development. An applicant can, but is not required to, make a concurrent detailed development application along with the conceptual master plan application.

<sup>9</sup> The required information submitted includes, without limitation (and in addition to the required application form and fees): compliance statement; preliminary title report; neighborhood map; narrative information and illustrations for the master plan; topographic survey; natural hazard and resource analysis; approved addresses; floodplain and drainage regulations; street cross sections; general utility plan; allowed, conditionally allowed and prohibited uses; form standards; density; amenities, parking and off-street loading requirements; and design criteria for, without limitation, signs, landscape, and open space.

The Applicant respectfully request a Planning Official determination that: (1) the detailed site plan; and (2) dedications or easement legal descriptions be exempt as a part of this SAP Application as being premature. As explained above, and as provided in Garden City Code Sections 8-6B-6.C.2 and C.3, a detailed development application (associated with a detailed site plan and easements) may be filed concurrently with an SAP application, but such a detailed application is not required. These information items, of course, will be required and supplied when the Applicant submits a design review application consistent with the adopted SAP District ordinance for each Planning Area of the SAP District.

### **Project Location -- Overview**

The Property comprises approximately 22.68 acres of the northerly portion of the existing 122-acre River Club golf course. The northerly boundary of the Project extends from Plantation Drive on the west to the easterly limit of the golf course for a distance of  $\frac{1}{2}$  mile. Approximately 1,800 feet of the Property fronts State Street. The Project is not physically connected to neighboring residential areas, and the golf course provides a broad buffer for most Plantation subdivision residents. The Boise River and riparian areas lie  $\frac{1}{4}$  mile south of the Project.

The uses surrounding the Property as shown on the Neighborhood Map immediately below, include:

- North – commercial and multi-family residential (Boise City)
- East – commercial (C-2) and residential, assisted-living (R-2 and R-3)
- South – The River Club golf course (R-2) and residential (R-2)
- West – residential (R-2)

**Neighborhood Map**



The Property is well located for access to public services and recreation opportunities, including the golf course, Westmoreland Park, and the Greenbelt along the Boise River. The Garden City Library and North Ada Fire and Rescue District facility are located on Glenwood Street (approximately 1.15 miles from the Project), and the Garden City Police station is on 50th Street north of Chinden Boulevard (3 miles from the Project).

The public Boise School District locations that would serve The Residences at River Club include: Pierce Park Elementary School, located  $\frac{1}{4}$  mile north of the Project on Pierce Park Lane; Riverglen Junior High School,  $1\frac{1}{2}$  miles away on Gary Lane; and Capital High School,  $2\frac{1}{2}$  miles away from the Project, south of the Boise River on Goddard Road. Garden City is also served by two charter schools: Future Public School and Anser Charter School, located on 43<sup>rd</sup> and 42<sup>nd</sup> Streets, respectively, about 3 miles from The Residences at River Club.

Major retail centers are close by at the intersections of Glenwood and State Streets, and Glenwood and Chinden Boulevard. Anchor stores include Albertsons, Walmart Supercenter, Fred Meyer and D&B Supply.

### **Transportation & State Street Corridor Planning**

The River Club (formerly known as Plantation Golf Club) was incorporated in 1917. State Street always has been the major east-west State highway corridor passing the Club – albeit at a much slower pace! As growth has occurred throughout the Treasure Valley, including the major residential and commercial developments surrounding The River Club,<sup>10</sup> there has been increased emphasis to improve the State Street corridor.

For over 15 years, Garden City has been party to the State Street Corridor Memorandum of Understanding (**MOU**) with the City of Boise, City of Eagle, Ada County Highway District (**ACHD**), Idaho Department of Transportation (**ITD**), Valley Regional Transit (**VRT**)<sup>11</sup> and the Community Planning Association of Southwest Idaho (**COMPASS**). The MOU guides the coordinated activities and investment by the public agencies to plan the transformation of State Street to a high-capacity transit corridor with bus rapid transit.

State Street is the essential transportation artery across the Treasure Valley north of the Boise River. However, the transportation agencies and cities recognized the limitations of the corridor to expand travel

---

<sup>10</sup> Residential and commercial development has been platted on and around The River Club since the mid-20<sup>th</sup> Century with major developments occurring between the 1970s and 2000. These subdivisions include, without limitation: Plantation Acres Subdivision No. 1, 1955 (Plantation Drive); The Plantation No. 1, 1978 (W. Plantation Lane, Gramarcy Lane, W. Sterling Lane); The Plantation No. 2, 1978 (W. Sterling Lane); Tanglewood Townhouses, 1978 (Plantation River Drive); The Townhouse at Plantation No. 1, 1978 (Riverside Drive); The Plantation No. 3, 1981 (W. Plantation Lane); Lake Plantation Subdivision, 1989 (Riverside Drive); Investor's Plantation on the River, 1991 (Plantation River Drive); Wanner's Plantation Estates Subdivision, 1991 (W. Plantation Lane); Orlovich's Plantation Subdivision, 1991 (W. Plantation Lane); The Plantation No. 4, 1992 (N. Charleston Place); Wedgewood Greens, 1992 (Fair Oaks Place); Savannah Greens Subdivision, 1995 (W. Plantation Lane); Kessinger Subdivision, 1997 (Kessinger Lane, East of Drain No. 2); Elmore Lake Townhomes Subdivision, 1997 (Plantation Drive); Savannah Greens No. 4 Subdivision, 1999 (State Street); Daron Subdivision No. 1, 2003 (Riverside Drive); and Daron Condominium No. 1, 2004 (Riverside Drive).

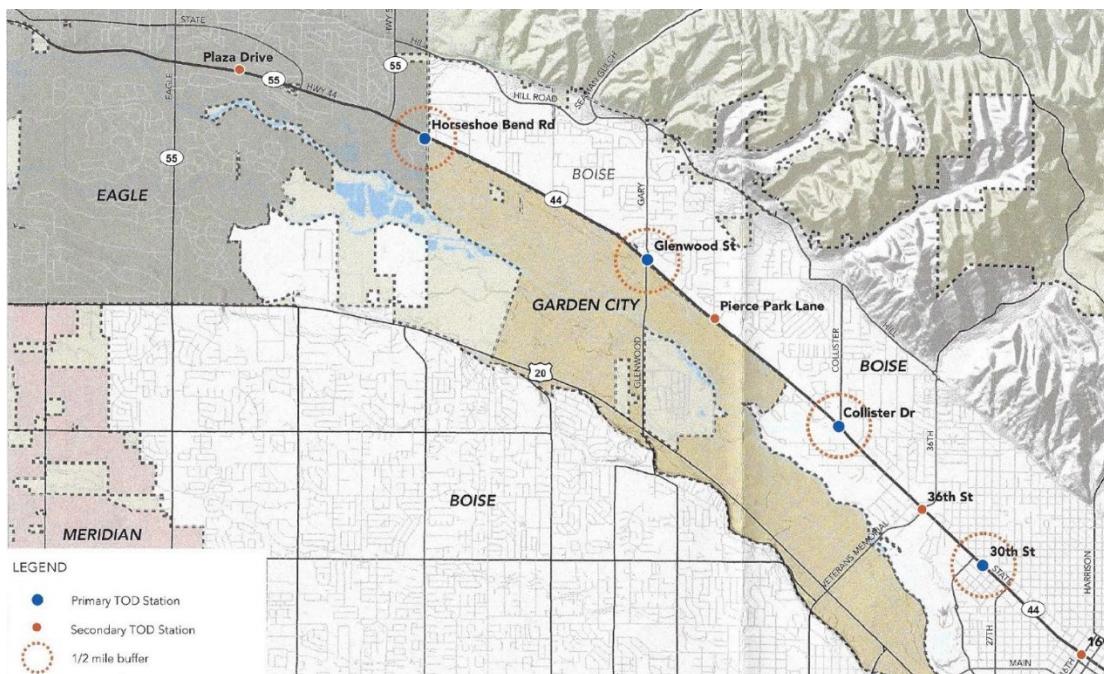
<sup>11</sup> VRT is the regional transit authority and operates the public transportation system in the Treasure Valley, primarily the fixed-line bus system. The agency has been integral to the State Street corridor planning. Recently, VRT received \$8.5 million in funding for transit station improvements on the corridor to be installed in 2024-2026. LPC has consulted with VRT regarding the preliminary design for the enhanced TOD transit station improvement adjacent to the Project and will continue to coordinate with the agency.

lanes to absorb the future growth in vehicle traffic volumes -- particularly because of right-of-way acquisition cost and impact.

To determine public policy, the agencies prepared The "State Street Corridor Strategic Plan Study" in 2004, which evaluated alternative solutions. As a result, the public agencies selected the "Transit Scenario" as the preferred alternative, which alternative was supported by members of the public. This alternative includes a 7-lane roadway cross-section to accommodate traffic growth and bus rapid transit.

As shown on the illustration immediately below, the Study also recommended that commercial development be reorganized into "nodes" at specific locations to encourage public transit use and provide more concentrated usable services for neighboring residents. The State Street and Pierce Park Lane area is designated a secondary Transit Oriented Development (TOD) node. The Residences at the River Club Project will benefit from an enhanced transit station with real-time information located just east of the Pierce Park Lane intersection.

#### Primary and Secondary TOD Stations Along the State Street Corridor



In 2019, the same governmental agencies that are parties to the MOU (including Garden City), prepared the "State Street Corridor Transit Oriented Development Plan", which planning and design study has been used to assist the land use agencies (including Garden City) adopt recommended design principles and land use planning elements for TOD locations. The City adopted the study by resolution in March 2020.<sup>12</sup>

To further support the corridor's redevelopment, in 2021, Boise City created a 577-acre twenty-year urban redevelopment district along State Street. Boise's redevelopment agency will use tax increment financing to fund streetscape and other public improvements within the full State Street right-of-way, including the portion of the right-of-way located in Garden City. Both Boise and Garden City expect public investment to attract significant private capital for the State Street corridor's redevelopment.

<sup>12</sup> Garden City Resolution No. 1077-20.

### **The Residences at River Club Vision**

Given the City's planning guidance in its Comprehensive Plan, and the planned and already improved changes to the State Street corridor, the Applicant offers the City a unique opportunity to create a new community within Garden City that promotes the transit and land planning goals of the City. The Property has enough contiguous acreage under single ownership to foster the development of a master-planned community along what is taking shape as a much-improved east-west transit corridor for the community, as well as being in close proximity to schools, library, employment, shopping, and significant private and public recreation opportunities.

The vision for The Residences at River Club is a walkable, mixed-use community, thoughtfully designed and embracing its amenity-rich setting. The Project will be multi-generational, offering diverse housing options catering to various demographic and lifestyle preferences, and linked together by pathways, recreation opportunities, and retail facilities to encourage physical activity and social engagement for all residents. LPC's goal is for The Residences at River Club to be a striking asset to Garden City and the State Street corridor, and an inspiration for future mixed use development elsewhere in Garden City.

Prior to putting pen to paper, LPC took the guidance of the City's Comprehensive Plan and established twelve community development principles to guide the planning and design that will implement the vision of The Residences at River Club:

1. Create a healthy community that is active, walkable and connected.
2. Design a central hub for community gathering and social engagement.
3. Adopt street patterns and building orientations that focus life on the street.
4. Utilize open space and a connection to the Boise River as an organizing element in neighborhood design.
5. Establish residential densities that are transit-supportive combined with a commercial node at the TOD station location to encourage transit use.
6. Offer a diversity of housing choices to match consumer incomes, preferences, and life stages.
7. Create compatibility with existing residential development.
8. Create Project destinations and links that integrate the Project with existing neighborhoods.
9. Provide multi-modal transportation choices to reduce reliance on vehicle trips.
10. Promote original and high-quality design and building materials.
11. Create designs that enhance the "sense of place" for the development.
12. Contain all parking within the Project.

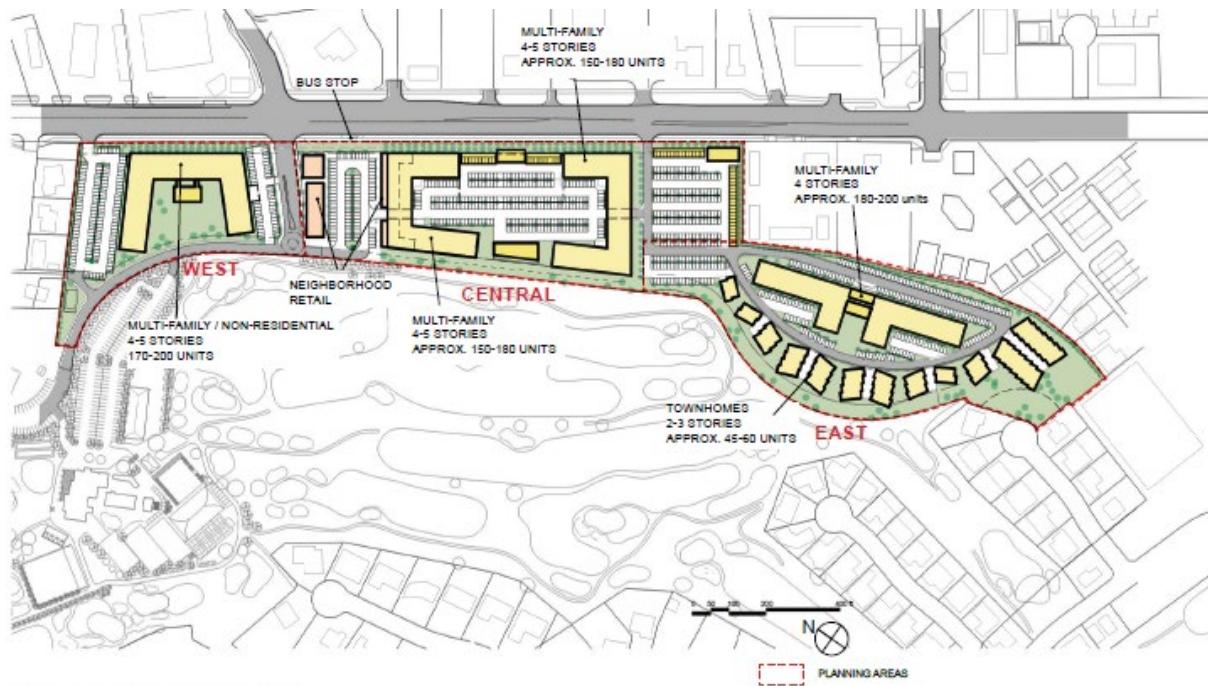
### **Conceptual Master Plan – Planning Areas**

The community development principles listed above have been used by the Applicant's architects to prepare the required conceptual master plan that is part and parcel of the SAP Application.<sup>13</sup> The Residences at River Club conceptual master plan illustrates the Property's general arrangement of land uses and intensities. Final uses, densities, product types and design will be refined in connection with the submittal of a detailed design review application for each "Planning Area" or phase of development. LPC expects to construct The Residences at River Club in three phases consistent with the West, Central and East Planning Areas depicted immediately below.

---

<sup>13</sup> See, Garden City Code Section 8-6B-6.C.1: Approval of an SAP application will constitute approval of a master plan meeting the elements of section 8-7B-1.l, which establishes a framework to guide all future development within the area defined by the SAP application.

### Concept Master Plan Delineating Planning Areas



### CONCEPT MASTERPLAN

**LPCWEST**  
LAND PLANNING COMPANY

NOTE: Building footprints are approximate. Depending on market demands, design is expected to evolve during Design Review Application within the provisions in the approved Specific Area Plan.

RIVER CLUB RESIDENCES | SAP APPLICATION  
DECEMBER 19, 2022 **CRTKL**

#### Project Phasing

The first phase of development is planned to begin in the West Planning Area and will include the construction of the south leg of Pierce Park Lane and the extension of that right-of-way south to the golf clubhouse and Savannah Lane. In addition, a driveway will be installed to provide access to the two townhomes north of Savannah Lane.

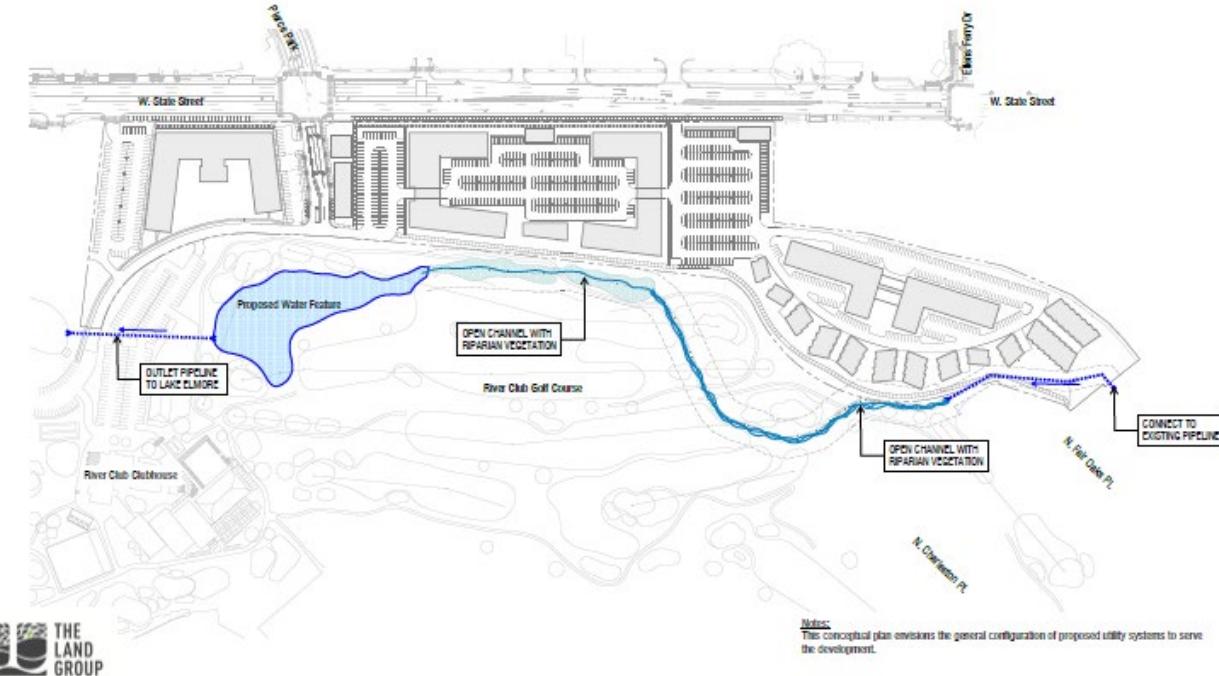
Phased development would continue in an easterly direction with the Central Planning Area as phase 2 and the East Planning Area as phase 3. This phasing mirrors the logical extension of water and sanitary sewer infrastructure based on the location of existing trunk utilities, topography and drainage patterns.<sup>14</sup> The development pace will depend on economic and market factors. As each phase develops, all required utilities, landscape, amenities and other necessary improvements will be completed to serve the Planning Area. The 40-foot-wide linear park and community pathway shown on the master plan along the golf course edge will be installed during the second and third phases of development.

<sup>14</sup> Municipal water and sewer service are readily available for the Project from existing facilities on or adjacent to the Property. The City's Engineer provided a conditional ability to serve letter in June this year. The "Natural Hazard and Resource Analysis Report" and the Conceptual Utility Plans prepared by The Land Group and provided with the Application provide the City's Staff with additional detail on water and sanitary sewer service.

A portion of the Property lies on the northern fringe of the Boise River 100-year floodplain as depicted on the Topographical Survey. As stated in the "Natural Hazard and Resource Analysis Report," proposed structures will be elevated above the base flood elevation in accord with the City's Flood Hazard ordinance.

Drainage District No. 2 (the **District**) has jurisdiction over an irrigation drain that flows year-round across the golf course in an open channel that extends from near Fair Oaks Place to the outlet at Lake Elmore. The River Club staff maintains the drain on the golf course in an arrangement with the District. The conceptual plan for the drain relocation has been preliminarily approved by the District and is shown in the illustration immediately below. The requested piping of a portion of the drain across the Property in this area will ensure additional buffering between the townhomes and neighboring residential lots with the linear park, community pathway, irrigation drain easement, and extensive evergreen landscape areas. The drain will continue to be an open channel on the golf course, creating an amenity for the course. The Applicant has been and will continue to work with the District and The River Club to coordinate the relocation and construction of the drain.

### Conceptual Plan – Irrigation Ditches



The following Land Use Table summarizes the land uses in each of the West, Central, and East Planning Areas within the Property.<sup>15</sup>

**The Residences at River Club Land Use Table**

Planning Area	Land Use	Approximate Acreage	Non-Residential Square Feet	Density Range Units/Acre
<b>West</b>	Multi-family Non-residential	4.99 acres	Up to 10,000	Up to 40
<b>Central</b>	Multi-family Non-residential	9.09 acres	Up to 30,000	Up to 45
<b>East</b>	Multi-family Townhomes	8.60 acres		Up to 35

The average density for the Project is approximately 33 dwelling units per acre, and the total number of residential units for the Project will not exceed 750. Residential units, however, can be distributed between Planning Areas. Density associated with each Planning Area that is not developed may be transferred to another Planning Area as follows: Undeveloped density associated with the West Planning Area can be transferred to the Central Planning Area; Undeveloped density associated with the Central Planning Area can be transferred to the West Planning Area; and Undeveloped density associated with the East Planning Area can be transferred to either the West Planning Area or the Central Planning Area. Hence, the East Planning Area is not a receiving area for undeveloped density from either the West Planning Area or the Central Planning Area. Similarly, undeveloped non-residential square footage can be transferred between the West and Central Planning Areas.

#### West Planning Area

The West Planning Area will have a single 4-5 story multi-family building, potentially for active adult residents, and will include up to 200 units at a density up to 40 units/acre. The building height will be up to 65 feet. The design will feature quality of life, open space, and recreation amenities that promote an active lifestyle with a landscaped courtyard for resident activities and views of the golf course. Examples of possible amenities include: clubhouse; fitness facilities; enclosed bike storage; public art; open space; pool; walking trails; children's play structures; sports courts. The design may include small-scale non-residential uses up to 10,000 square feet geared toward serving residents and the local community. These non-residential uses will be integrated with the building, not free-standing. The building will be setback a maximum of 30 feet from State Street, allowing for a multi-purpose public pathway, landscaped tree zone, and a resident sidewalk connecting ground floor units with front doors, patios and stoops facing State Street. The building, as currently shown on the master plan, is sited 140 feet from the adjacent residential lots to the west with a 10-foot landscaped screen along the Property line. However, depending on the final design, the distance could be 75 feet, including the landscape screen.

---

<sup>15</sup> Note that the River Club SAP District code, discussed further below and submitted with the Application, identifies these Planning Areas as "Sub-Districts."

### Central Planning Area

The Central Planning Area is the heart of The Residences at River Club community and the arrival experience for the Project. It is the location of the mixed-use pedestrian-oriented neighborhood activity center adjacent to Pierce Park Lane and flanked by the most intensive residential development. The Central Planning Area quality will be equivalent to the much-admired Bown Crossing in East Boise. Bown Crossing features diverse pedestrian-scale architecture, street-facing buildings with parking at the rear, and wide sidewalks with tree grates.

#### **Bown Crossing, Boise – Example of Mixed-Use Pedestrian Oriented Activity Node**



Photo: Colliers International

The planned pedestrian-oriented activity center will provide residents and others with a high-quality walkable destination for shopping and opportunities to enjoy events, entertainment, and dining. The location will function as a gathering place with outdoor seating for the community and provide new retail offerings. As with Bown Crossing, buildings are designed to be close to the street with wide sidewalks for displays and outdoor dining. Parking is at the rear, with pathways to the building's front entrances.

The proposed commercial/retail buildings comprising up to 30,000 square feet will be single-story or vertically integrated with residential units on floors above. The non-residential uses are anticipated to be neighborhood-scale and destination-focused and could include uses such as: coffee shop; boutique shops; restaurants; professional services; spa/salon and healthcare services. The retail parking court will provide direct access to the TOD transit station and could function for gatherings and events.

Two "C"- shaped 4-5 story multi-family buildings will have heights up to 65 feet. and densities up to 45 units/acre. The south-facing units will have expansive views of the golf course. Planned interior pathways will create a comfortable, safe walking environment. Amenities will promote quality of life, open space,

and recreation and may include: clubhouse; fitness facilities; enclosed bike storage; public art; open space; pool; walking trails; children's play structures; sports courts.

As described for the West Planning Area, the setback from State Street will be a maximum of 30 feet to create the same look and feel with a multi-purpose public pathway, landscaped tree zone, and a resident sidewalk connecting ground floor units with front doors, patios and stoops facing State Street. However, the setback may be reduced to a minimum of 15 feet at the east end of the Planning Area beyond the residential building.

An average 40-foot-wide linear park is shown on the master plan located adjacent to the reconfigured golf course. The linear park will feature a community pathway extending from the retail activity center through the Central Planning Area and East Planning Area, linking The Residences at River Club uses and residents.

LPC will reserve the option to construct a structured parking facility in the Central Planning Area. This facility is currently not economically feasible given the inflationary environment in 2022 and LPC will continue to evaluate the economics.

#### East Planning Area

The East Planning Area will provide an organized transition from the mixed use Central Planning Area to lower-density housing wrapping the Property's eastern end. The overall density would be up to 35 units/acre. Two 4-5 story multi-family buildings, at a maximum height of 65 feet, are centrally placed and buffered by landscaped open space and two-story townhomes from existing homes. The distance from these buildings to the existing residential homes varies from approximately 168 – 320 feet. Amenities will promote quality of life, open space, and recreation and may include: clubhouse; fitness facilities; enclosed bike storage; public art; open space; pool; walking trails; children's play structures; sports courts.

Two-three story townhomes at a maximum height of 35 feet buffer the multi-family buildings on the south and east side of the East Planning Area to reduce the development scale and screen the taller multi-family buildings. The townhome units are oriented to avoid direct views of neighboring single-family homes. Most townhomes front the golf course between the Project and The River Club, and most townhomes have direct views of the golf course. Additional buffering is planned between the townhomes and neighboring residential lots to include the average 40-foot-wide linear park and community pathway, the 50-foot irrigation drain easement, an 85-foot setback from the Fair Oaks Place cul-de-sac, and with extensive evergreen landscape areas as a privacy screen. In the future, LPC could choose to develop the townhomes as a subdivision or as a condominium.

#### Project Circulation Plan

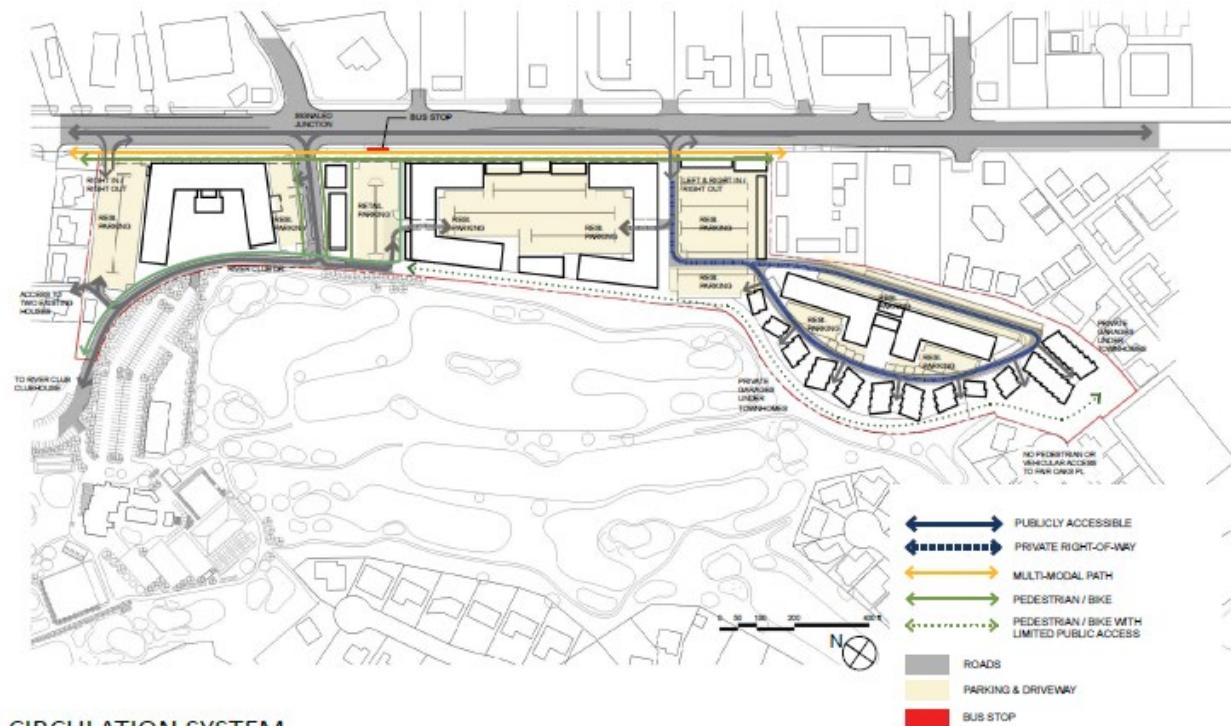
The design for The Residences at River Club vehicular, bicycle and pedestrian circulation system is focused on the following objectives:

- Provide an efficient and safe network of vehicular, bicycle and pedestrian facilities that supports the multi-modal transportation goal and promotes community health through walking and cycling.
- Configure the planned land uses in a manner that encourages vehicular and pedestrian connectivity within and between land uses and amenities.
- Create streetscapes that are safe, pleasant and comfortable for a diverse population.
- Separate multi-use pathways from streets.
- Reduce vehicle trips through community design and transit options.
- Meet the response and access needs of emergency service providers.

### Vehicular Circulation

The Applicant's transportation consultant, Kittelson & Associates (**Kittleson**), has submitted to ACHD a Transportation Impact Study (**TIS**) based on the Applicant's master plan and the study scope approved by ACHD. Following its review, ACHD will provide recommendations on the circulation system to the Applicant and the City.

### Circulation Plan



### CIRCULATION SYSTEM

**LPCWEST**

NOTE: Building footprints are approximate. Depending on market demands, design is expected to evolve during Design Development within the boundaries in the annexed General Area Plan.

RIVER CLUB RESIDENCES | SAP APPLICATION

**CRTKL**

Current access from State Street to The River Club and the residential neighborhood on Savannah Lane is via Plantation Drive. With the development of The Residences at River Club, a new, safer primary access will be created with the extension of the south leg of Pierce Park Lane intersection as a private street.

ACHD has completed the design and scheduled the Pierce Park intersection project construction for ACHD's Fiscal Year 2025.<sup>16</sup> With the completion of the intersection project and the opening of the south leg of Pierce Park Lane, ACHD will vacate the existing Plantation Drive as a public right-of-way.

The new Pierce Park intersection and entry will have a southbound receiving lane, a wide median, a northbound left turn lane, and a northbound combination through and a right turn lane. In addition, the median in Pierce Park Lane can be narrowed for a dual left turn lane as and if needed. Kittelson projects the trip distribution heading north from the Project to be 55% west, 5% north and 45% east. At the south end of Pierce Park Lane, LPC will evaluate a mini roundabout to facilitate turning movements.

<sup>16</sup> Ultimate timing of the intersection construction will be subject to the approval of the ACHD annual budget and Integrated Five Year Work Plan update.

In addition to Pierce Park Lane entry, LPC is requesting ACHD's approval of two other accesses to State Street. First, an easterly access across from Zamzows (located on the north side of State Street) would include Right-In/Right-Out/Left-In turning movements. ACHD plans for State Street show a median break at this location to allow an eastbound left turn into the Zamzows parking lot. Lengthening the median break would facilitate a similar westbound left turn into the Project. The second proposed access is a Right-In/Right-Out movement at the current Plantation Drive intersection. This access would improve circulation for the development in the West Planning Area.

The internal circulation in The Residence at River Club will be comprised of private rights-of-way and drive aisles meeting fire protection standards. Note that LPC has committed to its neighbors on Fair Oaks Place that there will be no vehicular or pedestrian connection from The Residences at River Club to Fair Oaks Place. However, we have advised our neighbors that the Boise Fire Department may require gate-controlled emergency access.

#### *Pedestrian and Bicycle Circulation System*

The Applicant is committed to trip reduction strategies to reduce the reliance on costly single-occupant vehicles for internal trips as well as external trips from the community. The master plan for the Project incorporates strategies including:

- Provide a mix of commercial, retail, and recreational activities within the community accessible by walking and bicycling.
- A pedestrian and cycling plan designed to provide access to the mix of uses through a system of separated pathways and on-street bike lanes.
- Promote ACHD's Commuteride program to provide links to essential employment destinations based on resident demand.
- Provide direct and convenient access to the State Street TOD transit station.
- Provide connection to the Greenbelt for recreationists and bicycle commuters.

One of the vital community development principles involves the creation of a healthy community. LPC fully supports making the healthy choice, the easy choice, by offering options for physical activity that are accessible to all. The physical infrastructure must be useful, safe, comfortable, and in an interesting setting to encourage residents to walk and bike.

LPC proposes to construct two significant pathways that meet the criteria - a detached 10-foot multi-purpose path the entire length of the State Street frontage of the Project and a community pathway adjacent to and overlooking the golf course.

The multi-use pathway on State Street will be separated from the travel lane by a landscaped zone. It will replace the existing, substandard, narrow, uncomfortable asphalt pathway adjacent to State Street. ACHD will extend the multi-purpose pathway west of the Property to Hertford Way and east to Ellens Ferry Drive as part of ACHD's widening of State Street. Below is a photo of a muti-purpose pathway on Parkcenter Boulevard in east Boise that mimics some of the better design elements for a multi-purpose pathway.

**Example - Multi-Modal Pathway – East Boise**



The community pathway in an average 40-foot corridor will link all The Residences at River Club uses and provide a pleasant and scenic walkway for residents and other community members. Below is an example of a pathway with a similar character.

**Example - Multi-Modal Community Pathway**



### **Specific Area Plan Project Ordinance**

Garden City Code requires that each SAP District be governed by its own nontransferable set of zoning regulations.<sup>17</sup>

The regulations may include design guidelines, site plan, infrastructure plan, phasing plan, and other elements. The type of uses, form standards, location and amount of development, and design criteria for a particular property shall be established by adopting the SAPD into the Development Code by specific area plan project ordinance (**SAPPO**).

The Applicant has produced a draft set of zoning regulations for review by the City, which will govern the development of The Residences at River Club.<sup>18</sup> The draft regulations are over 100 pages in length so we will not repeat them within this narrative. But, to give the reader a flavor, the draft zoning regulations address, without limitation, form standards and non-residential and multi-family design guidelines.

#### *Form Standards*

The Applicant has developed a set of Form Standards for the proposed uses at The Residences at River Club that will regulate building placement and height:

	All Planning Areas	Notes
<b>Height (Maximum)</b>		
Multi-Family & Retail	65'	
Single-Family (Detached & Attached) & Townhouse	35'	
<b>Perimeter Setbacks (Minimum)</b>		
State Street	15'	1
Along Golf Course	10'	
Side	10'	
<b>Building Separation (Minimum)</b>		
Between Buildings	10'	
From Pierce Park Lane	10'	2
From Any Right-of-Way	3'	2
From A Parking Facility	3'	3

Notes:

1. A maximum perimeter setback of 30' shall apply to 40% of the State Street frontage.
2. Measured from back of curb.
3. Parking-related structures (e.g., garages, carports) are exempt.

---

<sup>17</sup> See, Garden City Code Section 8-6B-6.A.

<sup>18</sup> The zoning regulations for the Project cover, without limitation; setbacks; height; density; uses that are permitted, conditionally permitted, and prohibited; drainage and floodplain standards and processes; parking and off-street loading provisions; and design criteria addressing architecture, transportation and connectivity, sign provisions, landscape provisions, and open space.

Jenah Thornborrow, Planning Director  
City of Garden City  
December 19, 2022  
Page 17

*Non-Residential and Multi-Family Design Guidelines*

The overriding architectural design concept for all non-residential and multi-family structures at The Residences at River Club is one of context. The buildings should create a distinct, identifiable neighborhood by responding to the unique Boise climate and high desert landscape through design, sun shading, materiality, and color. They should be compatible with each other while expressing individuality. The designs should not mimic historical styles but be of their own time and place. Example design guidelines include:

- Allow pedestrian connectivity between and through the Project.
- Position buildings to make streets feel like outdoor rooms.
- Design building walls with more frequent entrances and large ground-floor windows to enliven and activate the street.
- Position buildings to face the street with a front (primary) entry door accessing the public sidewalk.
- Create active facades and “eyes on the street” to promote public safety.
- Position off-street parking to the rear of a building, with parking at the side as an option.

**Required Findings -- Specific Area Plan**

The Application as a whole, including the narrative, is intended to provide the Applicant's explanation of compliance in connection with the standards for review of an SAP application. With the factual information provided to the City in the narrative and the Application as a whole, the City can reach the conclusions of law found in the six required Findings for a SAP request to revise the zoning boundary. Mindful of the length of this narrative, we address each of these Findings in **Tab 3** attached to this letter.

**Conclusion**

LPC has appreciated the pre-application meeting with Staff and looks forward to work with Staff during the Application's review. Please let us know whether Staff has any questions or requires additional information.

Thank you,

Bob Taunton, Applicant Representative

Taunton Group, LLC  
24654 N Lake Pleasant Pkwy, Ste 103-751  
Peoria AZ 85383  
208-401-5505  
[bobtaunton@tauntongroup.com](mailto:bobtaunton@tauntongroup.com)